

**RAILWAYS.**

**TELEPHONES.**

**THE RECORD**  
**== OF THE ==**

**RUTHERFORD**  
**GOVERNMENT**

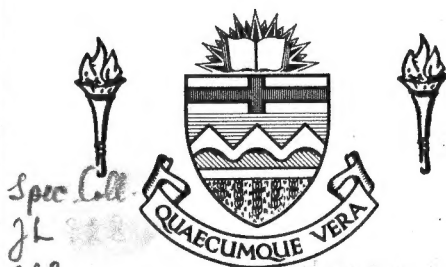
**FOUR SESSIONS OF**  
**PROGRESSIVE LEGISLATION**  
**HONEST ADMINISTRATION**

**A GOVERNMENT**  
**THAT DOES THINGS**

**ROADS.**

**BRIDGES.**

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ALBERTAENSIS



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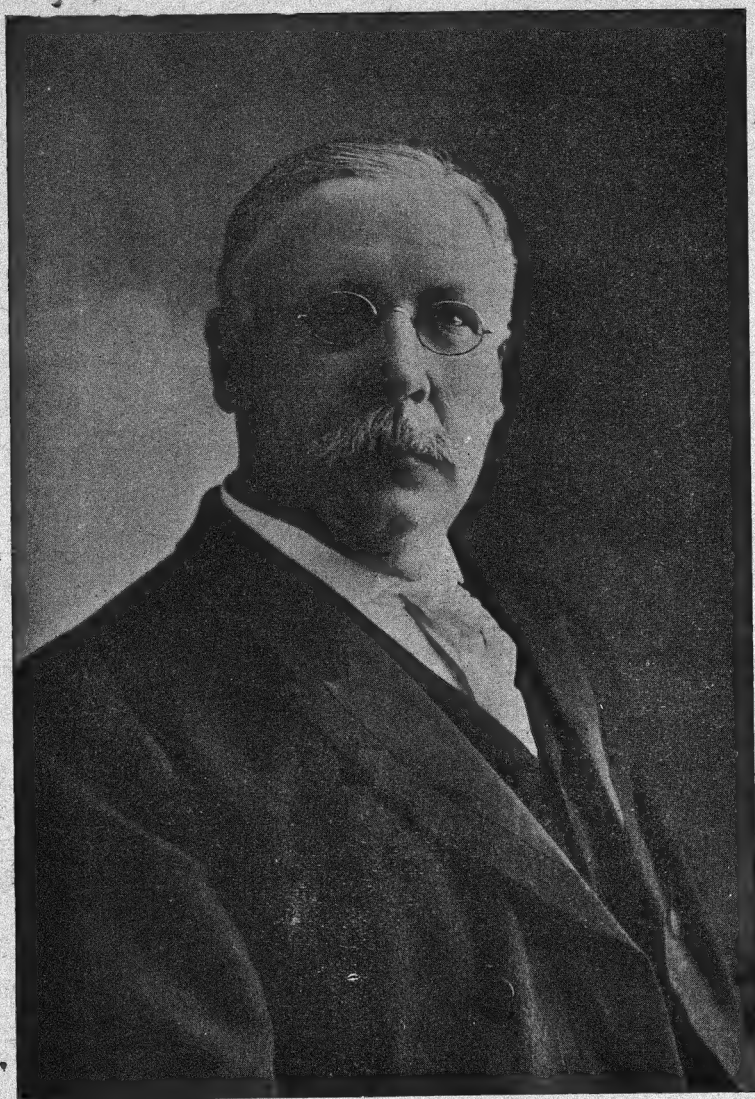
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## Alberta's Trusted Premier



**Hon. A. C. Rutherford, B.A., LL.D.**

PREMIER OF ALBERTA. MINISTER OF EDUCATION  
AND PROVINCIAL TREASURER.



## TABLE OF CONTENTS.

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I. LIBERAL PLATFORM. ....	4
II. RUTHERFORD, RELIABILITY AND RAILWAYS—	
(1) Legislative record. ....	8
(2) Administrative record ..	13
III. DEPARTMENT OF EDUCATION	
(1) Public schools. ....	20
(2) Grants to schools. ....	21
(3) Foreign schools ..	24
IV. ATTORNEY GENERAL'S DEPARTMENT—	
(1) Land Titles Act. ....	27
(2) Care of Neglected Children	30
(3) Law Reform. ....	31
(4) Small debt procedure ..	31
(5) Law fees and tariffs reduced	33
(6) Revision of Statutes.	35
(7) Administration of Criminal law ..	35
V. LAWS RELATING TO LABOR—	
(1) Mechanics' Lien. ....	37
(2) Eight Hour Law. ....	37
(3) Workingman's Insurance	39
VI. TREASURY DEPARTMENT—	
(1) Financial terms of Alberta Act	44
(2) B. N. A., 1907	46
(3) Supplementary Revenue	47
VII. TEMPERANCE LEGISLATION .	52
VIII. DEPARTMENT OF AGRICULTURE—	
(1) Stock industry .. . .	60
(2) Grain industry. ....	63
(3) Technical education for the farmer	65
(4) Government creameries	66
(5) Pork commission. ....	70
IX. DEPARTMENT OF PUBLIC WORKS—	
(1) Bridges. ....	74
(2) Expenditures on Public Works. ....	74
(3) Provincial telephones. ....	75
(4) Expenditure and Revenue on telephones.	77
(5) Rates. ....	79
X. PRIVATE BILL LEGISLATION. ....	80

# *The* LIBERAL PLATFORM

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The Platform of the Liberals of Alberta adopted in Calgary, August 1905, upon which the Rutherford Ministry appealed three months later, November 9th, 1905, and was sustained by the most emphatic expression of popular approval ever before known in the political history of Canada.

The terms of this Platform have been embodied in the legislation of the past four years and crystallized into the statutes by the Rutherford Ministry and by the Liberal party in the legislature. The fulfilment of these promises constitutes the record of the ministry. Upon their record they appeal with confidence to the electors, who desire before all things honesty and progress in the conduct of public business, and justice and wisdom in the creation and enforcement of law.

### **Adherence to Liberal Principles.**

1. Resolved that this convention of the Liberals of the new Province of Alberta, having been called for the purpose of organizing a Provincial Liberal Association, and consisting of representatives from all parts of the province, hereby expresses its adherence to those political principles which have ever characterized the Liberal or Reform party in Canada and elsewhere, and which consist in the conviction (1) that the intelligent opinion of the people is the true and just source of all political power; (2) that the administrators of public affairs should be under continued responsibility to the electorate; (3) that the true end of government is the promotion of the welfare of the masses of the people by the creation and preservation so far as it is possible by the action of the state, of equal opportunities in life for every individual, by the vigorous repression of all encroachments on the rights of the people on the part of monopolistic corporations, by amelioration of the conditions of life, and the redress of injustice, by a steady, orderly and progressive administration of affairs, and by watchful and continued attention to the wants of those new settlers whose courage, industry and thrift are creating the prosperity of the West.

### **Provincial Rights.**

2. Resolved that this convention adheres to the principle of Provincial rights, and is determined to maintain intact and unimpaired the full legislative and executive authority of the Province of Alberta under the constitution of Canada.

### **School System.**

3. Resolved that this convention hereby declares its belief that the government of the new Province should maintain an efficient system of common schools in order to meet the wants of the settler, and to extend to the children of all classes of the population an equal opportunity to obtain a good primary education, that this system should receive liberal financial assistance from the government revenues, and that all schools receiving such assistance and supported by taxation should be subject in every particular to the direct and continued supervision, regulation and control of the Provincial Department of Education.

### **Control of Provincial Franchises.**

4. Resolved that in all provincial legislation and administration the desirability of retaining or acquiring control of all provincial franchises should be kept steadily in view and that while business enterprise should be recognized and promoted in every legitimate way, nevertheless no laws should be passed or acts done which would shackle the freedom of the people in respect thereto.

### **Agriculture and Ranching.**

5. Resolved that inasmuch as the progress and prosperity of



the province will depend almost entirely upon the development of the agricultural and ranching industries, the provincial government should assist in every possible way and particularly by the establishment of a system of dairy instruction by encouraging cheese factories, creameries, forestry, fruit growing by assisting the farmers and farmers' associations to improve the breed of live stock of all kinds, by assisting agricultural fairs, by encouraging the full utilization of all farm products, and the preparation of such products for the market in the most condensed and remunerative form, by the collection and dissemination among the farmers and ranchers of the latest and fullest information as to the best available markets, and by extending to them every legitimate assistance in reaching those markets with the least possible loss of profit through excessive freight rates or the intervention of middlemen.

#### **Business-like Administration.**

6. Resolved that this convention is in favor of a strong, economical and business administration of public affairs with prompt attention without unnecessary routine to the wants of the people in all parts of the province.

#### **Roads and Bridges.**

7. Resolved that inasmuch as the true development of the province, and the prosperity of its citizens depends in very large measure upon the enjoyment of proper facilities in all parts of the country for easy access to markets, and inasmuch as the rapid influx of population and the establishment of new settlements render it impossible and also unwise that the new local improvement districts with their limited powers of taxation should be called upon to provide such facilities without material assistance from provincial revenues, therefore this convention declares its belief that the government should adopt without delay a vigorous and practical policy of bridging the more important streams and of maintaining a first class system of main thoroughfares to all market towns, the cost of which should be largely met out of the public funds of the province.

#### **Hudson Bay Route.**

8. Resolved that inasmuch as the provinces westward of the Great Lakes are peculiarly interested in the establishment of a new route to the seaboard alternative to that afforded by railways to the Atlantic coast, and inasmuch as the creation of two new provinces out of the North-West Territories gives the first opportunity for co-operation with this end in view, therefore this convention is of the opinion that the earliest possible steps should be taken to secure joint action by the governments of Manitoba, Saskatchewan, Alberta and British Columbia, in order to ascertain definitely and finally the feasibility of the Hudson's Bay Route as an outlet for our commodities, and to decide upon the best method of constructing a railway by that route to tide-water whereby the long land haul may be diminished by one half, and the ocean voyage to European ports also materially decreased.

#### **Mining Industries.**

9. Resolved that this convention recognizes the great importance of the mining industry in the commercial life of this province, and believes that the provincial government should foster and encourage this industry in every possible way.

### **Railway Taxation.**

10. Resolved that this convention regrets the necessity which existed for the introduction into the Alberta Act of a clause continuing the exemption of railway land from taxation; that this convention is in favour of the government urging upon the federal authorities the advisability of removing the restrictions at as early a date as possible.

### **University and College.**

11. Resolved that this convention believes that the new provincial government should take the earliest possible steps to induce the Federal government to set aside a sufficient part of the public domain as a permanent endowment for a provincial university and an Agricultural college in connection therewith.

### **Thrifty Administration.**

12. Resolved that inasmuch as the revenues provided for the province under the Alberta Act are sufficient to meet all the present requirements of the province, and are subject to large increases from time to time in proportion to the growth of our population, this convention declares its belief that there should be no immediate necessity to incur any provincial public debt, or to pledge, alienate or hypothecate the assets of the province to meet any real public need.

### **Municipal Control of Utilities.**

13. Resolved that in all the municipal legislation of the new province the government should be careful to give full opportunity to municipalities to retain or acquire control of all public utilities whenever they desire to do so, and to protect them in every possible way against the encroachments of private corporations.

### **Public Institutions.**

14. Resolved that this convention hereby expresses its belief that in the establishment of all public institutions and the erection of all public buildings, due attention should be paid to the requirements of all parts of the province, and that in selecting locations for the same, the government should consider the public convenience and the quick despatch of business.

### **Administration of Justice.**

15. Resolved that this convention believes in the vigorous administration of justice by a firm enforcement of the criminal law, and a simple and prompt method of protecting civil rights.

# **RUTHERFORD RELIABILITY AND RAILWAYS**

No government in the political history of Canada was ever established in office by a more unanimous verdict of the people than the Rutherford Government in 1905. And no government ever assumed power in this country with a more conscientious desire or honest intention to legislate and administer public affairs in the direct interests of the people and for the common good of all classes. The historic traditions of Liberalism inspired as much, and the urgent and practical needs of the new province demanded it to the letter—and to the letter it has been fulfilled. By a faithful and courageous adherence to the true principles of popular government and to the platform adopted at Calgary by the Provincial Liberal party, the Rutherford Government and the Legislature of Alberta have placed the province in the front rank among the Canadian provinces in advanced legislation and efficient conduct of public affairs. The four years of Liberal rule in Alberta has been a period fruitful in beneficial reforms, commercial development and progress in the interests affecting the well being of the people, in agriculture, in education and in public improvements. In several matters of important legislation Alberta has been the pioneer. Other provinces have accorded her the undoubted praise of imitation.

## **The Legislative & Administrative Record of the Rutherford Government**

In considering the record of a government established under the British system of parliamentary responsibility, it is necessary to keep in mind the two phases of ministerial activity..

### **Private Legislation.**

A government or cabinet exercises two cardinal functions—law making, and law enforcing. These are called the legislative and administrative functions of the cabinet. All acts of Parliament are divided into two classes, "Public" and "Private." It will be convenient to discuss the latter first.

The Legislature of Alberta treats as private legislation all bills which grant to any party or parties the right to erect bridges, build railroads, construct dams, slides and similar works; to form joint stock companies, and professional associations; or generally to exercise any exclusive or peculiar privileges that are calculated to effect the rights or property of others. With respect to this kind of legislation Bourinot says:

"In a country like Canada, with its immense and varied



material resources, private bill legislation must necessarily form a very important part of the work of Parliament and the Legislatures of the Dominion. One advantage of a federal union has been the distribution amongst the several legislative bodies of an immense amount of work that would otherwise have embarrassed a single legislature. Since 1867 the Dominion Parliament has passed more than 1400 acts, of which 650 have been for private objects. . . . During the same period the legislatures of Canada have passed between 6000 and 7,000 acts, of which upwards of two-thirds relate to local or private objects. These figures show, not only the legislative activity of Canada, but the value of local or provincial freedom of action in all matters that necessarily fall within the constitutional functions of the several Legislatures."

The above figures included the legislation of 1884. In the twenty-five years that have elapsed since that time the volume of private legislation has greatly increased in every province of Canada.

#### **Quasi-Freedom of the Legislature.**

The above argument is cited to show that considerable freedom has been accorded to the legislature in securing private legislation for which the cabinet or ministry is not directly responsible. It is the duty, however, of the ministry, to keep careful watch over the entire mass of private legislation to conserve the public interest and maintain a balance of justice.

#### **Public Interests Safely Guarded.**

No ministry have been more careful in this respect than the Rutherford ministry. Especially was this so in the first session when all sorts of privileges were asked for from Parliament by private concerns and corporations. It will always stand to the credit of the government and the standing committees of the legislature that although over one hundred private acts have been passed, not one monopolistic privilege has been given to a corporation or an individual.

#### **Public Acts.**

For the mass of public acts the government is primarily and directly responsible. It is their record. Public bills and acts are intended to have a general application. They concern the whole community. Most of them are introduced by ministers of the Crown and for these the ministry is collectively responsible. They are indirectly, but no less fully responsible, for such public bills, introduced by private members, as they allow to pass into law. In a province like Alberta where there is but one legislative body it is an absolute necessity that to ensure sound legislation the ministry should possess collectively great legal, business and parliamentary experience, as well as integrity and public spirit. The character of the public acts passed during the last four years is the best and the undeniable evidence that the Rutherford ministry is composed of such men, and that all the public measures have been subjected during their passage through parliament to careful and skilful scrutiny.

#### **The Perspective of Four Sessions.**

The Rutherford government have held office for three and one-half years and have held four sessions of the legislature during that time. From a careful study of the four sessions, and from an exam-

ination of the legislative record of the government one is able to discern a wise and constructive plan characterizing the administration. A general survey of the work accomplished in each session by the legislature and the government is highly instructive and should be known to every citizen in the province, and especially to those who have come to Alberta during the last year or two, and who by reason of their short residence in the province are unfamiliar with the history of its political affairs.

## **Session of 1906**

The first session was largely occupied in organizing the various departments of the public service and establishing the machinery of civil and administrative government. A recent article in one of our provincial papers has drawn attention to the fact that few people living in this generation have seen a province rise full fledged, in the full panoply of governmental paraphernalia. The citizens and the governments of the older provinces at the present time are entirely unacquainted with the problems involved in organizing a new province with complicated machinery for the conduct of the public business, and the administration of criminal and civil justice.

### **The First Task.**

This was the first task of the Alberta government, and the fact that within the short time since the province was created by federal statute in 1905 that there are now established institutions of judicial and civil government equal to any in the older provinces, institutions of learning, beneficent laws coupled with a wholesome measure of law reform, and a rational, energetic transportation policy indicates that the Government that has been at the head of public affairs understands the temper of the people and the science and art of government.

### **Has Won Support of All.**

No government in Canada has been so free from adverse criticism by the public press or by the members of the legislature who know the uprisings and the downittings of the government at every turn. In all the important measures of public policy the government have been supported irrespective of party differences by the general body of public opinion, and even by the leader and the members of the opposition in the debates on the floor of Parliament. In proof of this statement let us refer to the telephone policy, railway taxation, prosecution of the lumber ring, controverted elections act, supreme and district courts acts, the eight hour and the compensation laws, and lastly the railway policy that has been so thoroughly elaborated and debated during the session that has just closed.

### **Ample Discussion for all Bills.**

It is true that the opposition, and other private members often wished for changes in the details of several of these measures, but it is also true that the government and the House always accorded reasonable consideration and concession to any proposals to improve the legislation in hand.

### **Opposition Invariably Support Principles of Government Legislation.**

Though not in perfect harmony with the government in many details of the acts introduced from time to time the opposition have invariably been in accord with and supported the principles of the legislation brought down.

### **Public Offices Created.**

The first business of the first session was the enacting of legislation creating the office of the Executive Council, the Departments of Education, Agriculture, Public Works with their various branches, the Department of the Provincial Secretary, and the offices of the Legislative Assembly. Departmental heads, and a competent body of civil servants were appointed and without a halt or creak, the new province took its place with distinction and honor in the Canadian Confederation. The new province, with its twin sister of Saskatchewan, was born as if by magic, and the plan of the fathers of Confederation finally completed.

### **Seventy-Six Acts Passed.**

During this session seventy-six acts of Parliament were passed. Many of course were of a private nature respecting city charters and the incorporation of associations and companies. It was characteristic of a people actuated by the true tenets of British jurisprudence and respect for individual rights that the law relating to property should be one of the earliest concerns of the first Legislature of Alberta. The government lost no time in placing upon the statute books the land titles act combining the features of similar laws in the older provinces of Canada and in Australia.

### **Railway Taxation.**

During this session the Government decided to tax railways at a reasonable valuation and at a reasonable rate. Recognizing that railways are operated by rich and powerful corporations which have received valuable grants of land, cash subsidies, and lucrative franchises from the people, the Government assessed railways at \$20,000 per mile against which a tax of one per cent. has been enacted. From this source the Government receives over \$80,000 per year. The railway corporations have made no serious protests against the law which indicates both the justice of the act and the resourcefulness of the Government. Railways are good paying concerns and railway bodies recognize their right to contribute towards the administration of the province where a part of their revenue is obtained.

## **Session of 1907**

The second session of 1907 might be termed the telephone session. During the first days of the session the Minister of Public Works virtually electrified the country by his declaration of the policy of the Government with respect to the ownership and operation of the provincial telephone system as a public utility. This was but the fulfilment of the promise given early in the history of the Rutherford Ministry when during the first session the sum of \$25,000 was put in the estimates for the construction of telephone lines. During 1906 considerable preliminary work was done with reference to telephone construction, and the line from Calgary to Banff, a distance of eighty miles was completed before the close of the year.

### **Alberta Owned the First Government Telephone.**

This was the first government-owned telephone line in Canada. With the new government the question was not one of theory. They set at once to do things and to show results. The result today is 2,000 miles of publicly-owned telephone lines, and 150 toll stations. 45 of which have long distance connection and 563 exchanges.



### **The Flattery of Two Imitations.**

The example of Alberta in this respect has been followed in Manitoba and Saskatchewan. Such advancement is very gratifying to the citizens of Western Canada, for the invention of the telephone belongs to Canada and is one of her triumphs in the field of practical science.

The government of Alberta have recognized that the telephone is a necessity of all the people, and should be supplied at actual cost and placed within the reach of every community in the province. Also, that it is a natural monopoly, and being such, cheapness of service is not to be obtained by competition of rival telephone companies duplicating lines, and causing unnecessary waste of capital.

### **Law Reform.**

During this session the administration of justice was enlarged and simplified by the reorganization of the Supreme and the establishment of judicial districts with district courts in each. Judges have been sent on circuit bringing law and the administration of justice to the doors of the people.

### **Regulation of Corporations.**

The corporations again came in for consideration at the direction of the government. Legislation not for persecution of the corporations, but to secure justice for the masses upon whom these bodies sometimes illegitimately thrive, was passed in the form of the Education and the Corporation Tax Acts.

## **Session of 1908**

The principal legislative measures of 1908 were concerned with securing an equitable adjustment of the differences between workmen and their employers. The result was the Eight Hour bank to bank law and the Workmen's Compensation Acts. These acts are of special interest and benefit to the coal miners, though the latter act applies to all workmen except farm laborers. They have been falsely represented as a pull in favor of a certain class. It is in truth a policy of larger leisure, accorded in the case of miners, to an industry where long hours are most injurious, and where the organized conditions of trade enable the change to be made with peculiar facility. There is no principle or policy introduced by such an act; it is merely one step in a continuation of factory and industrial laws secured in older communities enforcing common rules of safety and humanity upon the organization of private industry. The protection represented by the Eight Hours Miners' Act secures to a great section of the workers of the province a fund of health and leisure which will react in a score of advantageous ways upon the standard of life of the workmen and of their efficiency as citizens. By applying the instrument of public law to secure a reform which otherwise would have involved repeated conflicts between capital and labor, a decided step is taken towards the orderly settlement of industrial disputes.

### **British Practice the Guide.**

The best features of the British law of compensation has been incorporated into the Alberta law, which secures harmony and conciliation of opposing interests, giving reasonable protection to labor without bearing unduly upon the employer and the capitalist.

## **Session of 1909.**

The present session has been pre-eminently the railway or the transportation session. Cheap transportation is the greatest boon that can be conferred upon the producers or consumers of Alberta or in fact of the whole prairie region of the West. The prairie without railroads is as useless as the sea without ships. The province needs particularly a rapid extension of laterals and connecting lines in the settled districts, and colonization lines to the remoter and unsettled parts. The big railway corporations have done fairly well in supplying the province with trunk lines. Railways are needed to induce a rapid settlement of the land and bring a larger area under cultivation that the agricultural products may reach such large quantities as to provide steady freight which will ensure lower rates. As yet less than one per cent. of Alberta's 100,000,000 acres of fertile wheat lands are cultivated, and her possibilities as a producer of live stock dairy products, poultry and chilled meats are scarcely dreamed of. Railways must reach the magnificent water and lake system of Northern Alberta, tap the oil fields, exploit the mineral wealth of that remote region, and give its inhabitants access to the trade of our growing commercial and educational centres of the land.

Urgent support has been given to the Hudson's Bay Railway which the Dominion Government have decided to build without delay. The Alberta Government have on every occasion urged the Dominion Government to proceed with all possible haste to secure an outlet to the European markets by Hudson's Bay. The completion of this line of railway in conjunction with the G. T. P. creates an imperative situation to encourage and secure the construction of branch lines in order to equip the province with adequate means of transportation lest the spout become too small for the hopper. The grain blockade along the C. P. R. lines in the southern part of Alberta last fall is a dismal commensality on the condition of affairs if transportation is to be left to the initiative of private or corporation enterprise. Grain blockades have cost the farmers thousands of dollars in reduced prices, as well as loss of time. The situation is acute and demands an immediate solution. That solution has come with the new railway policy of the government, and upon which the electors are asked to give their verdict in the coming elections.

## **Administrative Policy, Progressive, Judicious and Clean**

But it is not by their legislative record alone should any government be judged. There remains the administrative record of the Government. A glance at the statute books of the province shows beyond doubt that wise and advanced laws have been placed there. It requires more careful scrutiny to ascertain if those laws have been enforced under the direction of an open, fearless and statesmanlike policy. We believe they have and declare that the administration of the Rutherford government has been **progressive, judicious and clean.**

### **Dignity of the Law Maintained.**

In the Attorney-General's department the laws of the province have been fearlessly and justly enforced, and the jurisdiction of the province exercised and maintained with dignity and honor. Pow-

erful corporations have been indicted and brought to the bar of justice and made amenable to the law. The license laws, and the Sabbath Observance laws have been firmly enforced.

#### **Alberta the Example of Law Enforcement.**

Rev. T. Albert Moore, secretary of the Lord's Day Alliance, speaking last year in Toronto, after a trip through Western Canada, stated publicly: "In Alberta the Lord's Day Act is possibly better enforced than in any part of the Dominion."

#### **The Lumber Combine.**

The reference to the lumber combine requires more than passing notice. The history of this case is a remarkable instance of administrative capacity and courageous enforcement of law. The prosecution of the lumber combine arose out of an investigation by a parliamentary committee of the House of Commons at Ottawa in the winter of 1907. The evidence taken by the parliamentary committee clearly indicated that a combine existed in restraint of trade among the lumber men of western Canada.

#### **Government Acts Quickly.**

As soon as the evidence taken at Ottawa was printed the Government examined the evidence to ascertain the nature of the combine and to prepare the case for prosecution. Though the evidence was not in print until late in April, the Attorney General was ready to proceed with the prosecution in August. The preliminary trial took place in September in Edmonton. The case went to the Supreme Court in November, where the action of the Government was upheld by the conviction of the officers of the Alberta Retail Lumbermen's Association of a conspiracy in restraint of trade. An appeal was carried to the Supreme Court, where the decision of the trial judge was upheld and the action of the Government was a second time sustained and approved. Seldom has such an important case against such powerful and refractory interests been carried through with such expedition and success. The issue is an object lesson to the citizens of the province that the laws of the land are potent for beneficial use in the hands of a strong executive.

#### **Strict Impartial License Administration.**

The same characteristics of firmness and justice distinguishes the enforcement of the liquor license laws of the province. The hotels of Alberta are superior in accommodation and comfort to those in any part of Canada. Where the proprietors have been careless, negligent or defiant their licenses have been suspended until the proper improvements have been made. Invariably this discipline has been effective.

The question of taxing railway lands is a live one in the west and means hundreds of dollars to every school section in the country. On this question the government has taken a firm and advanced position. The test case made by the governments of Manitoba and the North West Territories in the North Cypress Local Improvement District and the Argyle Local Improvement District in Manitoba and the Springdale School District in the North West Territories

is well known. The case which was carried to the Supreme Court of Canada, was decided in favor of the C. P. R. There the case rested until the Government of Alberta requested the Minister of Justice of Canada to carry the appeal to the Privy Council. The leave to appeal was refused by the Privy Council on the ground that the application was delayed beyond a reasonable time, being a period of two years.

#### **Final Test Case.**

The Government of Alberta will make another test case and carry if necessary the case to the Privy Council in order to have the question disposed of one way or the other by the highest court in the Empire.

#### **Not a Dollar Gone Wrong.**

The financial administration under the direction of Premier Rutherford, who holds the portfolio of Provincial Treasurer, as well as that of Education, has been distinguished by sagacity, honesty and thriftiness. Since the government took office three and one half years ago, over \$7,000,000 has been collected and \$6,880,000 spent. Yet not one dollar has gone wrong. The public accounts have passed the careful examination of the Public Accounts Committee, as well as the suspicious scrutiny of the members of the opposition without one dollar being challenged or a charge being made.

#### **Neither Extravagance Nor Parsimony.**

The financial policy of the government has been elaborated with the statesmanlike insight into the resources of taxation available at this stage of the economic evolution of the province, while the financial administration has been characterized by practical business methods. Neither extravagance nor parsimony can be charged. The government while avoiding going rashly into debt has not starved any department of the public service. The expenditure has been kept judiciously within the limits of the revenue leaving provision for a small surplus each year. Big surpluses are not wise in a young country awaiting development. Money is needed everywhere for roads, bridges and schools. During their term of office the government have spent upon roads the sum of \$711,860, upon bridges the sum of \$898,488, and upon schools in cash grants \$698,000.

No province in the Dominion has made so many improvements, built so many roads, bridges and other public works out of current revenue.

#### **No Direct Taxation in Alberta.**

The fundamental principles underlying the financial policy has been to conserve the resources of income in the interests of all classes. Every legitimate source of income has been utilized without inflicting unnecessary burdens upon the people or upon any interest or enterprise. Some criticism has been mooted concerning the corporation tax. A glance at the public accounts showing a statement of revenue will prove that the tax upon banks, insurance companies, and the other organizations subject to this law, pay individually but a small sum to the public exchequer. The largest sum paid by any bank in 1908, including all the branches in the province was \$1,800. The highest paid by a fire insurance company was \$420. One company paid as low as \$12. And so, though the tax bears lightly on each

institution, the aggregate of revenue from this source makes a considerable contribution to the provincial treasury and imposes upon those institutions an equitable proportion of the cost of government. Apart from the Dominion subsidies, which form the greatest part of the provincial revenue, the province of Alberta garnered into the treasury over \$704,000 last year without imposing one cent of direct taxation on the people. This large item was derived from fees, licenses, registration of companies, and taxation of railways and rich corporations and in every case where such revenue was collected adequate service was given by the government in return.

#### **Increased Dominion Subsidies**

Under the administration of the Rutherford Ministry the revenue from Dominion subsidies has been substantially increased. This question will be more fully dealt with in a subsequent part of this book. The main features, however, are that computing the total subsidy under the terms of the Alberta Act of 1905 at the present population and comparing that amount with the subsidy that the province receives as a result of the better terms secured by the negotiations conducted by Premier Rutherford and Attorney General Cross at the conference of the Provincial Premiers held in Ottawa in 1906 to consider the financial relations of the provinces to the Dominion, it will be found that the annual subsidy has been increased by \$130,000 with a continuing increase for all time in the per capita allowance. It is estimated that the total increases accruing to the province as a result of the new financial terms with the Dominion secured by the government in 1906 and added as amendments to the B. N. A. of 1867, will be equal to the sum required to erect the Parliament Buildings of the province. Virtually the new terms makes us a present of the magnificent pile that is rising on the banks of the Saskatchewan.

#### **Education.**

As Minister of Education the Premier has taken a high place among the educational statesmen of Canada. His services to education in Western Canada have been recognized by the greatest universities of the land. His own alma mater of McGill regards him as one of her most distinguished graduates, and Toronto has conferred upon him the highest honor at her disposal, the honorary degree of Doctor of Laws, an honor that she has conferred upon some of the most distinguished men of this generation, men like Lord Morley and Ambassador James Bryce.

The University of Alberta will be a lasting memorial to the foresight and deep desire of the first premier of Alberta to bring the advantages of learning and education to the doors of his fellow citizens. Early in the history of the government an act was passed creating the provincial university, which without doubt as it exists today, and according to its destined policy, is, and shall be, the model of a state or provincial university.

In due time convocation was constituted and a senate elected. A president of proved scholarship, high character and splendid executive ability, was appointed to organize the different faculties and choose the professoriate. The university opened its doors to the province and the world last September, and began its career with an initial enrolment of 45 students in arts and applied science, and with 400 members of the first Convocation who became the first graduate body of the new university.

The faith of the government has been justified by the response of the people. The establishment of such an institution is certain to have a direct as well as strong indirect effect in shaping and uplifting the history of the province, and enlarging the functions of citizenship.

#### **Our Public Schools the Pride of Alberta.**

Primary and secondary school education has been the strong feature of the government both in their program of legislation and administrative regulations. Alberta has a free system of public school education that challenges comparison with any system in Canada or the United States. It is a system almost exclusively under control of local boards, over which the government exercises a sympathetic and beneficent supervision, and encourages by munificent grants of public money.

#### **Great Expansion.**

The needs of the public schools of the province have been met by the government in a manner that has kept pace with the wonderful expansion of the last three years, during which time the number of schools has increased from 602 at the end of 1905 to 1070 at the end of 1908 and the local expenditure on buildings from \$185,000 to \$700,000.

#### **Our Teachers the Best.**

On account of the high standard of scholarship and practical training that is required of teachers before they are admitted to the profession in Alberta, this province is drawing the best teachers from the eastern provinces. These conditions obviously affect the personnel of the teaching body, and result in increased efficiency and higher character of service. A fact that is reflected in the high salaries that are paid, for good servants must be paid well in the teaching profession as elsewhere.

#### **Normal School.**

The training of teachers, which forms an essential factor in any system of education, has been amply provided for in Alberta by the present government by the establishment of the Provincial Normal School at Calgary, which is the finest Normal School building in the whole of the Dominion of Canada. Last year one hundred and forty teachers were trained there.

#### **Intelligent Encouragement.**

Money grants have been given to the various school districts with discriminating encouragement based upon the scholarship of the teacher, the efficiency of school equipment and the number of days the school is kept open during the year. Though the grants are liberal, each school is forced to earn every dollar it receives. In 1906 grants for education aggregated \$196,066, which sum reached \$339,087 in 1907, and \$350,000 in 1908. Modern and practical courses of manual training and art work have been introduced into the city and town schools with excellent results.

#### **The Inspecting Body.**

Careful inspection of the work done in the public and high schools of the province, is exercised by a staff of inspectors, paid by the government. The inspectors are a splendid body of men, all university graduates of sound training, wide scholarship and matured experience.



### **Free Readers.**

In addition to liberal cash grants to schools the government decided in 1907 to supply free readers to the children of the public schools.

### **A Superior Public School System.**

The government have recognized that in a democratic community like Alberta enlightened citizenship depends upon the efficiency of a sound system of public school education free to all. They recognize that the great percentage of the children of a new country scarcely ever go beyond the public school. For that reason the public school system of Alberta will be found to be superior to the systems in the older provinces. The training available and given in Alberta is sufficient to prepare any child for the duties of business and the responsibilities of free Canadian citizenship.

### **Public Works.**

Public works have consumed a greater part of the revenue of the province than any other service. The network of roads which spreads itself over the settled portions of the province bears evidence of the fact. The rapid settlement of the country has created a situation of extreme difficulty in building roads fast enough to keep pace with the expansion. To cope with this situation the government have followed a vigorous policy. New local improvement districts have been established, hundreds of bridges have been built, as well as hundreds of miles of new road opened. In 1906, 180 new bridges were built and in 1908 the number reached 284. Where bridges were not feasible ferries have been installed to meet the needs of the settlers.

### **Provincial Public Buildings.**

The expansion of the province required large expenditures for public buildings—court houses, jails, industrial school, asylum, and the parliament buildings. On the construction of those buildings the government has made satisfactory progress and done a great deal of building without committing the province to any debt.

### **Encouragement and Aid for Agriculture.**

Good work has been done in the interests of the farmers. Next to public works and schools the greatest expenditures have been upon agriculture. The greater portion of these have been incurred by advances to creameries and in direct encouragement of the dairy and live stock industries. Government creameries had been carried on by the Dominion Government for a number of years before Alberta was formed into a province. The provincial government took over the work of the Dominion government and enlarged upon it, carrying it forward with abundant success.

### **Splendid Educational Work.**

The strongest feature of the governments' treatment of the foundation industry of the province has been the educational work that has been carried on each year in connection with the farmers' institutes, agricultural fairs, live stock and breeders' associations. In 1907 the government conducted a series of stock judging schools

at the important live stock centres of the province. Carefully selected stock were used for demonstrating purposes, under the direction of skilful live stock men. Classes were formed, lectures and practical demonstrations were made around the stock ring. The work was a new departure in practical education, and was heartily responded to by farmers and stock men everywhere. The next year the same work was done with seed grain, which resulted in great good to the agricultural interests of Alberta, destined to become the greatest winter wheat and oat field on the continent.

The dairy interests have been promoted by travelling dairy schools and the improvement of dairy herds by the organization of cow testing stations by the Provincial Dairy Commissioner. The marketing of stock has been greatly assisted by supplementing the efforts of the Western Stock Growers' Association in maintaining an agent in Winnipeg to look out for estray animals. The Public Health Branch has been established including a Provincial Sanitary Engineer, and a provincial bacteriologist.

#### **Colonization Work.**

The government has done good work in advertising the province abroad. Exhibits have been prepared from all parts of the province and sent to the great fairs of the country including the Dominion Fair at Halifax in 1906, the National Exhibition at Toronto, 1907 and 1908. At the latter place Alberta captured the gold medal two years in succession for the best agricultural exhibit.

#### **Parliamentary Institutions.**

Under the authority of the British North America Act of 1867, the Alberta Legislature may make the changes it pleases in the constitution of the province, except as regards the office of Lieutenant Governor. This power the Legislature has wisely exercised always in the interests of popular government—for the people and by the people. These changes relate to the constitution and privileges of the Legislature and to the representation of the people in Parliament. By their own accord, and in order to give the people of the province a larger voice in the conduct of provincial affairs, the government have decided to hold an election with increased representation and a suitable election law more in consonance with the advancing complexity of Provincial life than was provided for under the Territorial Ordinance, designed primarily for a sparsely settled country.

#### **Representation By Population.**

Representation by population, and adequate representation of all the population has always been good Liberal doctrine. It was this question that more than any other was the immediate cause of federating the Canadian provinces into our splendid Dominion. It was the foundation of the reforming zeal, and the inspiration of the splendid optimism that carried the fathers of Confederation to their great task. It is a principle of political faith that the Liberal party can never abdicate, and which has been acknowledged and carried out in promise and performance by the Liberal party of Alberta.

# DEPT. OF EDUCATION

## SCHOOL SYSTEM.

Resolved that this convention hereby declares its belief that the Government of the new Province should maintain an efficient system of common schools in order to meet the wants of the settler, and to extend to the children of all classes of the population an equal opportunity to obtain a good primary education, that this system should receive liberal financial assistance from the Government revenues, and that all schools receiving such assistance and supported by taxation should be subject in every particular to the direct and continued supervision, regulation and control of the Provincial Department of Education.—Plank 3, Liberal Platform, 1905.

The story told in the following pages of this chapter is but the able execution of the foregoing pledge.

The Department of Education has been under the control of Hon. A. C. Rutherford, B. A., LL.D., since the province was organized. The Minister of Education possesses in an eminent degree the qualifications of scholarship, administrative capacity, and genuine zeal for educational reform that are required for the duties of this important office.

### Transition of Department to Provincial Status.

For some time after the Alberta Act came into force considerable attention was required to organize the department in conformity with the status of the new province. The regulations and administrative precedents established by the Territorial Department were adopted, and have in the course of the last three years been improved to meet new conditions. New departmental records were prepared. The information regarding the existing school districts was compiled and recorded from the Territorial records and Official Gazettes. All teachers in the province at the time of its organization were invited to submit their certificates to be registered and made valid as provincial licenses.

### Special Care of Public Schools.

Special attention has been given to the public schools, where 90 per cent of the people receive almost their entire academic education. This has been secured by providing the best facilities for the training of teachers, by liberal grants from the public treasury, by careful supervision by provincial inspectors, by a careful selection of teachers from the older provinces to supplement the number trained in the province and by wise regulations governing the general conduct of the schools in so far as they have relations with the Government.

### Wonderful Expansion.

During the last three and a half years, a wonderful expansion has been witnessed in the schools of Alberta both in the school popula-

tion and in the number of school districts. The following table graphically indicates this:

#### Comparative Statement.

	1905	1906	1907
Number of school districts organized...	562	746	902
Number of departments in operation...	628	760	945
Pupils in rural schools.....	13,619	14,576	16,344
Pupils in urban schools.....	10,635	14,028	17,994
Total pupils.....	24,254	28,604	34,338

#### Fourteen Schools a Month.

In 1908 there were 1070 organized school districts in Alberta, an increase of 168 for the year, or fourteen new school districts were organized every month of the year. The school population was 39,109 in 1908.

#### Examinations.

A larger number of young men and women of Alberta are coming forward each year for teachers' examinations. Gradually our schools are being supplied with teachers who have been educated in the public and training schools of our own province. The statement below gives the number of students taking the examinations prescribed by the Department of Education in the higher standards during the years 1906 and 1908:

#### Candidates offering for Examination above Standard IV.

	1906		1908	
	Wrote	Passed	Wrote	Passed
Standard V . . . . .	442	318	741	467
Standard VI . . . . .	180	108	281	199
Standard VII . . . . .	112	85	130	101
Standard VIII. . . . .	33	27	45	43

#### School Grants.

The Alberta government is giving more money relatively to the support and encouragement of public schools than any other province in Canada. Below is given a statement showing the grants paid to the elementary and secondary schools in each of the last four years:

#### Statement of Grants to Public Schools 1905 and 1908.

1905.....	\$ 131,570
1908 . . . . .	228,471

#### Other Grants.

These sums do not include the money paid for inspection, Normal School nor supervision of Public Schools among foreigners. The total cost of these items since the government took office is added below in the following statement:

Inspection of schools.....	\$ 49,992.83
Supervision of public schools among foreigners..	8,163.72
Normal School and Teachers' Institutes.....	22,897.74
Education of Deaf and Dumb Children... . . . .	6,322.35

#### How Paid.

The legislative grants are paid on the basis of a wise and discriminating policy set forth in the school ordinance.

### Rural Schools.

1. (1) All rural schools receive \$1.20 per day for each day school is kept open.

(2) To each district where school is open more than 160 days in the year 40 cents per day for each additional day up to 50 days.

(3) To each district engaging a first class teacher 10 cents per day extra for every day school is open.

(4) The grant is also based on the percentage of attendance upon the annexed schedule:

(a)	Percentage of from 40 to 50	5c.
(b)	" " 51 to 60	10c
(c)	" " 61 to 70	15c
(d)	" " 71 to 81	20c
(e)	" " 81 to 100	25c

### Village and City Schools.

2. (1) All town and city schools are paid 90 cents for each day school is kept open. In other respects the grant is paid on the same basis as the rural schools.

### Grounds, Efficiency & Equipment.

Local pride and esprit de corps are promoted in every school district by recognition of every attempt on the part of local boards to beautify the school grounds, install necessary equipment, and bring the work done to a high standard of efficiency. This is done upon the basis of the inspectors' reports. In this way schools are graded and grants made accordingly. An allowance is given as high as fifteen cents per day for every day school is open.

### Plans.

The government has exercised careful supervision with respect to the construction of school buildings. Plans of different types of school buildings are prepared by the Provincial Architect and are sent to the local boards. These plans embody the latest scientific ideas with respect to hygiene and are invaluable as models and guides in school architecture.

### Official Organizer.

Last year the government appointed an official organizer of school districts. Under the changing conditions of settlement and population in a new province it frequently happens that a readjustment of the boundaries of a school district becomes necessary. This officer visits the district and collects information of this nature to guide the Government in any action that it may deem wise to take to meet the public interests. Further, he assists in the organization of new districts in accordance with the school ordinance.

### Secondary Schools.

The line of division between elementary and secondary schools in Alberta is masked by the term public schools, which includes all standards up to the Eighth. But direct encouragement is given to work done in what are really High Schools. Each town or village district maintaining separate rooms exclusively for standards above the Vth is paid \$75 per term, provided the number of students is at least twenty.

### Comparison of Legislative Aid with that of Other Provinces.

The provincial grants to the public schools of Alberta constitute 66 per cent. of the total maintenance of these institutions. In this respect the province of Alberta stands first among those provinces that have similar educational systems. When it is considered that the system affords such wide powers of local autonomy and taxation, the liberal nature of the large legislative grant will be apparent. The provincial grant per pupil is greater in Alberta than in any other province of Canada having similar systems.

#### Comparative Statement.

The following statement shows the number of pupils in the elementary and secondary schools, the legislative grants thereto, and the rate per pupil in Alberta, Manitoba, Ontario and Nova Scotia.

Province	Number of Pupils enrolled	Provincial grants to elementary & secondary schools	Rate per pupil.
Alberta, 1908.....	39,109	\$ 228,471	\$ 5.84
Manitoba, 1907.....	67,144	225,136	3.35
Nova Scotia, 1905.....	100,252	271,656	2.70
Ontario.....	493,442	637,638	1.29

#### Grades of Teachers.

The personnel of the teaching body in Alberta compares most favorably with that of any other part of Canada in the matter of scholarship, professional training, character and general excellence. The Department of Education recognizes only teachers of first and second class standing.

The following statement shows the comparative grades of teachers in the three provinces of Alberta, Manitoba and Ontario:

	1st Class	2nd Class	3rd Class	Other Classes	Total	Percent. of Total	Percent. of Total
*Alberta ..	417	1337			1754	24%	76%
Manitoba, 1908..	261	1368	567	226	2422	10%	56%
Ontario, 1907....	689	3907	3254	1812	9662	7%	40%

\*These figures represent the number of teachers licensed since the province was organized.

#### Normal School.

Early in the development of the province the Government made timely provision for the training of teachers. The Normal school was opened in Calgary and steps taken towards the erection of the splendid building in that city now devoted to this important work. The government recognized that unless some provision for training our own teachers was made Alberta would be dependent upon other parts of the Empire for her teachers. The Alberta provincial Normal School is the finest building of its kind in Canada. In equipment and architectural beauty, it is unsurpassed. It is provided with a staff of five experts with a model practice school in connection. Last year 140 teachers were graduated from its halls. Though the number of teachers passing out from the Normal school is not enough to man the new schools being opened, the government is careful in authorizing teachers from other parts of Canada or the Empire.



None but those of the highest attainments are admitted and before being permanently authorized, are required to attend the Normal School in order to become familiar with our provincial system.

The interests of higher education are served by the provincial university, which aims to give special aid to the teaching profession. This institution is of the most practical nature. Under its present organization it has two faculties, arts and applied science which bear the closest relation to the increasing complexity and richness of our provincial life and material development.

#### **Canadianization of our Fellow Citizens from Foreign Lands.**

One of the splendid features of the Government's educational policy is the treatment of the foreign element of our population. In the north-eastern part of the province there is the largest Ruthenian settlement in Canada. These people, by energy and thrift, have successfully established themselves as one of the most important portions of the citizen body of Alberta. They have done well in Alberta, and are wealthy.

In 1906 the Government undertook to organize public schools among these people. Since that time forty-eight school districts have been organized, and instruction given in English. A special officer called the Supervisor of Foreign Schools was appointed. The work has progressed with astonishing rapidity, and the people have shown creditable aptitude in administering the affairs of their respective districts, which reflects the highest praise upon the character and good citizenship of the Ruthenian people.

This work has attracted the notice of the country, and resolutions commending the government have been passed by the Methodist General Conference of Alberta, and by other representative bodies in Western Canada.

#### **Supervision of Studies and Text Books.**

The Government through the Department of Education, exercises a careful supervision over the different courses of study and text-books used in the schools. By this means a common basis is formed for teachers' work, and uniformity is secured in the educational system throughout the entire province. In addition provision is made for careful selection of school libraries and reference books required by teachers and pupils.

#### **Teachers' Reading Courses.**

To supplement their professional training and to stimulate continual and permanent interest in the work of the profession, the Minister of Education has prescribed reading courses which entitle the teachers to diplomas when they have completed the course. The effect of this course of educational policy is reflected in a better quality of work in the schools, and a higher standard sought after among the entire teaching body.

#### **Free Readers.**

A free reader for every child in the public schools of Alberta is the gift of the Rutherford Government. The readers that were in use in the schools before the present Government introduced the Alexandra Readers were twenty-five years old. The new readers are regarded by educationists as the finest readers used in the public schools of Canada. They were compiled specially for the schools of Alberta and Saskatchewan under the supervision of technical and

educational experts acting for the two Governments of these two provinces. The leading publishers of Canada were asked to prepare a set of readers, and the best was chosen, the contract going to Morang & Co., of Toronto. By purchasing the books wholesale the Government is able to make a much better bargain than the retailers or individuals, thus saving money to the people in two ways, viz., by purchasing the books wholesale, and by making a gift of them.

#### **The People's Share.**

The evidence is strong that the people of Alberta take a deep interest in their schools. There is a substantial endeavor to construct buildings of modern standards, to promote health and stimulate the aestheticism of the children. These endeavors have been supported by the government as will be seen from the amount of the debentures issued by the various school districts and authorized by the government.

#### **Debentures Authorized.**

1905.....	\$159,325	1907.....	\$674,515
1906.....	422,325	1908.....	778,200

The system rests on a sound basis and as was stated in recent publication: "If the citizenship of Alberta does not reach a high level it will not be because of any radical defects in the system of education for which the people of every class are willing to tax themselves to establish."

# **ATTORNEY GENERAL'S DEPARTMENT**

This department has been under the charge of Hon. C. W. Cross. The duties of that "high officer" as the Attorney General is styled in judicial phraseology as the General Agent of the Crown are arduous, exacting and continuous. Upon him depends to a great extent the enforcement of the laws of the province.

## **Administrative Duties.**

To him belongs the supervising of the administration of justice, including the investigation of complaints made in respect to the conduct of magistrates, the prosecution of criminals both for offences committed against the laws of the Dominion, and those of the province. These prosecutions are conducted by counsel appointed by the Attorney General; but cases are constantly arising upon which the advice and direction of the Attorney General is necessary, while in many serious offences the evidence has to be obtained through officers directly instructed by the Department of the Attorney-General. It is his duty to advise as to proceedings before justices of the peace and other inferior magistrates, for, notwithstanding the forms provided for in ordinary cases, the applications made to discharge prisoners on habeas corpus, to quash convictions on account of irregularities and insufficiency in the proceedings are very numerous. In many of these the attorney-general finds it necessary to make inquiry and to intervene. Cases of difficulty are often reserved by judges of the Assizes and other Criminal Courts for the opinion of the judges of the Supreme Court; and these are wherever practical argued by officers of this department. To the Attorney-General also belongs the consideration of applications for leave to file informations in his name in connection with alleged invasions of public rights, for fiats for petition of rights, for prosecution for criminal breach of trust; and for the admission of criminals as King's evidence, etc., etc.

It is his duty to make appointments to all offices connected with the administration of justice such as Justices of the Peace, police magistrates, coroners, sheriffs and the officers of the various courts in the different judicial districts. The following matters are also dealt with by this department: Administration of estates of intestates who have no heirs; consideration of cases of escheat and forfeiture, remission of fines and penalties.

## **Advisory Duties.**

It is the duty of the Attorney-General to advise the officers of the other departments of the Government upon the numerous legal questions which constantly arise in connection with the varied mat-

ters coming before them. and advice is constantly required by agents of the Attorney General, Crown counsel, coroners, and other officers employed in the administration of justice.

It is also the office of the Attorney General, to see that all statutes, orders-in-council are drawn up in proper form, and that the public interests, as well as the rights of individuals is carefully safeguarded. This is all the more necessary in a province like Alberta that has but one legislative chamber. The manner in which the work of legislation has been done, is an indication of the careful supervision of Attorney General Cross with an experienced and watchful premier and a proof that there is no need of a second chamber as is the case in some of the older provinces.

#### **Legislative Duties.**

The important and multifarious duties of the attorney-general in his administrative and advisory offices does not relieve him in any way from equally important duties as a member of the legislature. It is his duty to introduce from time to time all legislation that particularly affects his constituents, and besides numerous general or public acts connected with the administration of justice

#### **Examples of Government's Policy.**

It is impossible to give the details of all the work done by the government in the department of the attorney general, but some of the measures are so important that they deserve the earnest study of every citizen, and stand out in the achievement of the administration as shining examples of reform and the assertion of popular rights.

## **Land Titles Act**

This was the act by which the province of Alberta took over the land titles business from the Dominion Government in 1906. It is a continuation of the land act that was in force in the Territories from the year 1894.

#### **Important Changes.**

The act as passed by the present government contains some very important changes that affect the welfare of the whole population of the province.

#### **Filing of Caveats.**

The first important change was made in the filing of caveats. The object was to provide for the filing of agreements of sale under the caveat system. Previously it had been impossible to register an agreement of sale, no matter what was the purchasers' equity in the parcel of property purchased. By the new clause incorporated by the Alberta Government a purchaser under agreement of sale is enabled to take his agreement to the registry office and there record a caveat which attached to the agreement makes it impossible to further transfer the property without his consent. This provision prevents unscrupulous vendors, who under the old law, had been able to dispose of a property two or three times to unwary purchasers and leave with the proceeds.

#### **Impounding of Titles.**

The second reform in the real property law provided for the

impounding of titles. Before the provision was made a mortgagor was compelled to deliver the title of his property mortgaged to the mortgagee who impounded it where he pleased. As a result it happened that when the owner desired to transfer his property or to further encumber it he was forced to go to the mortgagee and get his certificate of title in order to take it to the registry office. In the majority of cases these certificates of title were in the hands of loan companies having offices in Winnipeg, Toronto or Montreal, or in some cases farther away. Many of the companies refused to send the titles without a fee which the owner of the title had to pay.

#### **Titles Now Impounded in Local Office.**

Now the mortgagee is compelled to impound the title with the Registrar to be kept at the registry office so that the party in whose name it is drawn may go to the office and make further record therewith at any time.

## **Abolition of Acceleration Clause in Mortgages**

Closely associated with the law of real property relating to mortgages is a clause in the Supreme Court Act of 1907 by which the "ACCELERATION CLAUSE" in mortgages is abolished. This reform is found in practice to relieve against a great deal of undue hardship and distress. The Supreme Court is specifically directed to grant relief from the consequences of non-payment of the principal or interest by a mortgagor under any mortgage, so long as he pays up the arrears and any costs which have been occasioned by his default. As is very well known, every mortgage contains most drastic provisions to the effect that if any instalment of interest falls in arrear, the whole principle becomes due and payable and the mortgagee can foreclose for the principal and interest or sell the property to satisfy his whole claim. It is often found to be a hardship that a mortgagor, who has let one instalment or payment of interest go unpaid, should be compelled, by reason of such default, to practically pay up the whole of the mortgage money at a time perhaps when he can ill afford to do so, or be foreclosed, and it has been felt to be fair that if under such circumstances the mortgagor pays the interest in arrear, or whatever sum of money is in arrear under the mortgage, together with any costs his mortgage may have been put to, that he should be relieved from the consequences of what is commonly known as the "acceleration clause" in mortgages, and it is for this purpose that the government has interposed its potent hand to protect the struggling farmer from the rapacity of the money-lender and the land shark.

#### **Big Land Companies Now Pay Share of Running Registry Offices.**

Another change secured by the new law throws an equitable portion of the cost of administering the Land Titles Act, and running the registry offices upon the large land companies. Before the Alberta Land Titles Act was passed patents were issued to the big land corporations, who went with them to the registry offices and secured their certificates of title FREE OF CHARGE. Subsection 2, section 26 of the new act provides that **any person who is a homesteader, pre-emptor, the holder of half-breed scrip or military bounty land scrip shall receive certificates**

of title free. But other patentees shall obtain their certificates only upon payment of the prescribed fees.

#### **Big Companies Cause Delay in Issuing Titles to Private Parties.**

At the time this Act was before the Legislature there was awaiting in the land titles office at Edmonton patents to the extent of two million acres, which under the old law would have been issued free. Computing the charge for a certificate of title for each 640 acres at \$5, the revenue would be \$15,320, a sum sufficient to pay the expenses of the land office for a year. Here again the law works directly in favor of the settlers and the general mass of the people. The fees have been placed high enough to make the corporations pay their just share of running the registry offices. Before the Alberta government took over the administration of the Land Titles Act there was incalculable delay in registering land transfers. One of the main causes of the delay was on account of the offices being loaded up with railway land transfers which were being registered free, while private land transfers were neglected and delayed for months.

#### **Work Now Kept up to Date.**

The provincial government increased the staffs in the offices and issued instructions that the work was to be brought up to date. The rule was laid down that any instrument presented for registration must be ready for delivery on the day following its reception at the registry office. That rule is strictly enforced.

#### **Benefit for Homesteaders.**

Another change that works to the benefit of the settler under the present law as compared with the old law is when a homesteader whose claim has been recommended for patent, but who has not yet received his patent, desires to mortgage his claim, and is enabled to do so for the same fees as if his patent had been issued.

#### **Controverted Elections Act 1907.**

Probably no act of the government illustrates their sense of justice and fairness better than their action on the Controverted Elections Act passed in 1907. By a judgment of the Supreme Court of the North West Territories, it was decided that the passing of the Alberta Act left the province without an election law. The judgment of the Supreme Court established the fact that the decision of the validity of an election was a matter for the legislature to decide until at such times as the legislature handed over this authority to the courts of justice.

The decision of the Supreme Court was given in 1906, and as soon as the Alberta Legislature convened in 1907, the Attorney General introduced the Controverted Elections Act in order to transfer the power of the legislature to the Supreme Court of Justice of Alberta. The government justly decided that the validity of an election was a question for the courts, rather than for a committee of parliament. The bill was passed through all its stages with expedition in order that the electors of the constituency of Gleichen, where a bye-election had been held a few weeks before, might have a chance, if they so desired, to contest the validity of the election. A special visit of the Lieutenant Governor was made to pass the bill. The notice of the return of the Gleichen election appeared in the Alberta Gazette on January 21st, and the act went into force on February 8th, thus giving a margin of several days for filing a protest.

The government with its overwhelming power, might have retained the power of deciding the validity of elections in the legislature. Happily the government nor the legislature had nothing to fear, for it was conceded that both parties had conducted clean elections in the political contest of the year before. Consequently, though there was virtually no election law in force in Alberta from September, 1905, to February, 1907, no injustice was done, for out of the twenty-seven electoral contests that were held during that interval neither party desired to invoke the provisions of an election law—a fact which reflects the highest credit upon the character of the electors of this province.

## **Industrial School and care of Neglected Children**

In 1908 legislative provision was made for the establishment of an Industrial School in Alberta. Such an enactment was necessary for the reformation of juveniles committed for crime. Under the former system the authorities had no alternative, but to sentence youthful criminals to the common jail or penitentiary where they were thrown into baneful association with hardened criminals, and where reformation was almost impossible. The object of the industrial institution is to afford a means of inculcating habits of industry, thrift and honesty, by training to useful trades under proper control.

### **Children's Protection Act.**

During the session that has just closed, the government made provision to deal with neglected and dependent children. An officer known as the Superintendent of Neglected and Dependent Children has been appointed. An act of social reform of this nature was absolutely necessary. Last year 150 children were dealt with by this officer. At present there are 73 boys under suspended sentence living in good farm homes on probation. Twenty-seven children have been legally adopted into good homes.

The act provides for the establishment of children's aid societies, and for children's shelters in cities of over 10,000 population. These are for children only and wholly distinct from any penal or pauper institution. Adequate provision is made for the apprehension and maintenance of neglected children, selection of foster homes and the administration of the act in connection therewith.

There are many praiseworthy features in the government record, but none will take a higher place or appeal more strongly to the sense of humanity and justice of all classes more than the children's protection law.

### **Gaols and Prisons.**

The administration of gaols and prisons has been placed upon a better footing by the Gaols and Prisons Act of 1908. Before that time the prisons of the province were under the authority of the R. N. W. M. P., who, on account of the rapid settlement of the country were mostly occupied in patrol and frontier work. By the new law these institutions are placed under the provincial government, and thus brought into direct relation with the authority responsible for the enforcement of the criminal law.



## Law Reform

Not only has legislation been abreast of conditions in a growing province, but law reform has been timely and salutary. All important measures have been easily and naturally assimilated by the people as part of our civil and judicial system. A good illustration of this is found in the reforms of our courts and law practice. By increasing the number of judges of the Supreme Court, and dividing the work of this tribunal with district courts, litigation is no longer months and years in arrears, and suitors no longer spend half a fortune in obtaining a decision. Expedition in the discharge of actions has been greatly promoted, directness and completeness of remedy have been secured, and law and equity as far as the administration of justice in Alberta is concerned have become synonymous terms.

### District Courts Created.

First in the program of law reform comes the Supreme and District Courts Acts, passed in 1907.

### District and Supreme Court Acts.

The passing of these two acts wrought a radical and salutary change in the judicial machinery of this province. Until the District Courts Act was passed there was but one Court in the whole province. That was the Supreme Court of the North-West Territories. It dealt with all classes of actions, big and small. The result was that owing to the rapid growth of population, the time of the Supreme Court judges was taken up with the trial of small claims, and important cases were neglected. Litigation was congested and litigants were delayed to the point of desperation. A simpler, cheaper and quicker remedy for actions at law was absolutely necessary.

The creation of district courts has relieved the Supreme Court of the trial of small debt cases. These cases formerly occupied most of the time of the judges. The disadvantages were felt very keenly by litigants and the judges themselves, while from the standpoint of public convenience a serious state of affairs existed because the judges were unable to devote proper attention to important cases. This disadvantage operated sorely against persons in outlying districts who were often forced to waste more money in obtaining redress than the amount of the claim. As a result aggrieved parties often preferred to suffer injustice than risk a trial.

Now the province is divided into judicial districts, with courts having full power to try all disputes at law to the limit of \$400. The judges of the District Courts are sent on circuit to various points in each district. The sittings of the court are held four times a year or oftener at each place and are duly advertised in the local papers. Formerly all process had to be issued at district towns. Before the district courts were organized court was held at **five** places in the province. **Now court is held at fifty-six places.** Now Process Issuers have been appointed at each place where the District Court sits and process may be procured at these points.

## Small Debt Procedure.

In March, 1908, the rules regarding Small Debt Procedure were repealed and new ones brought into force simplifying the work, reducing the tariff of fees and greatly facilitating the ends of justice.

### Small Debt Actions.

**Comparison of Costs in an Action before and since the Rules were Amended.**—The items of costs under The Small Debt Procedure before the amendment of the Rules in March, 1908, totalled \$11.70. The items of the tariff contained in the new rules totals \$6.55, a difference of \$5.15, or a little over 44 per cent.

The items of the tariff under the old rules payable to the Clerk totalled \$7.55. Under the new rules they total \$4.60, a difference of \$2.95 or a little over 32 per cent.

The items of the tariff under the old rules payable to Sheriffs exclusive of mileage in, say, an action for \$20 totalled 4.15, and under the new rules they total \$2.05, a difference of \$2.10, or over 50 per cent.

### Real Saving.

The real saving to litigants, however, is in regard to mileage. Formerly mileage was calculated from the office of the Sheriff to the place of service at the rate of ten cents per mile each way. Take the case of a person to be served with a small debt summons living at, say, Vermilion, a distance of 130 miles from Edmonton (Vermilion being in the Edmonton District), the charges of the Sheriff, in addition to service fees, would be \$26. Under the new rules the fee payable to the Sheriff for a service of summons would be 55 cents. This difference in expense is due to the appointment of bailiffs at all important points throughout the province, mileage being now not from the Sheriff's office, but from the place where the bailiff receives the summons. Sheriffs are bound in all cases to send papers for service to the bailiff living nearest to the person to be served.

As a result of these changes thousands of dollars are saved annually to litigants of this province. This saving as to mileage applies not only in small debt cases but to all cases in the District Court and the Supreme Court as well.

### Former Practice.

Formerly all cases were tried at the district towns, and occasionally at places throughout the district where the cases for trial justified the holding of a sitting. Now sittings of the District Court are held quarterly at all important towns and villages throughout each district, as well as at the district towns. Cases must be tried nearest to the place where the cause of action arose, or where the defendant resides. This is of the greatest convenience to litigants, and effects a great saving of expense. Take for example a case in which the parties lived at Vermilion, in which suit so brought for \$20, each party having two witnesses. The parties would have to come to Fort Saskatchewan, where a regular sitting was held for small debt cases, or to have taken the chance of a sitting being held at Vermilion at some time in the future. If the action was tried at Fort Saskatchewan, each party would have to pay his own expenses and that of his witnesses, amounting of \$20.95, or together to \$41.90. This would form part of the costs which would have to be paid by the unsuccessful party in the action. To-day the action would be tried at a sitting of the court held at Vermilion where all the parties live, at a cost as to witnesses of \$4.00, a saving of \$37.90. Under the old rules the costs of having an action for a small debt trial were so great that parties abandoned small claims rather than incur these costs.

The costs, then, of a Vermilion suit as above under the old system and under the new would compare as follows:

	OLD	NEW
Disbursements paid clerk (taking same items in each case)	\$5.40	\$2.60
Sheriff	27.50	55
Expenses of parties and witnesses	41.90	4.00
Total.	\$74.80	\$7.15

a saving of \$67.75.

Formerly all process had to be issued from the office of the clerk at the district town. Now, Process Issuers have been appointed at each town where court is held and parties may at their own home town issue a writ in either court and place it in the hands of the bailiff for service, thus saving time and expense.

## Sheriffs put on Salary

The collection of fees by public officials for their own use, has never been favored by the people and invariably has led to abuses. Integrity and dignity in public servants is best promoted by putting them on salary. This has been done in Alberta by the present government. All officials in connection with the Courts are now on salary except bailiffs who are paid through the sheriffs according to a tariff placed in the hands of each sheriff.

Before these officials were placed on salary it was found by the government that they were overcharging for service and execution of process.

### Examples to Study.

In Small Debt Cases sheriffs were charging \$1.95 in fees besides mileage, whereas they were entitled to only 75 cents. Now the fees allowed in Small Debt cases to sheriffs are proportionate to the amount involved in the action as follows:

- (a) In a \$20.00 suit, 45 cents.
- (b) Over \$20.00 and under \$60.00, 55 cents.
- (c) Over \$60.00 and under \$100.00, 65 cents.

In District Court cases sheriffs were charging \$1.95 in fees besides mileage whereas they were entitled only to \$1.00. In Supreme Court cases they were charging \$2.20 where they were only entitled to \$1.50 besides mileage. The same held good in other process placed in the hands of these officers. Poundages were a very common item where overcharges were made. Wherever a writ was placed in a sheriff's hands he, as a rule, demanded poundage before releasing it.

### Summary Comparison.

How far reductions have been secured in law fees and substantial reform granted in the direct interests of litigants is apparent from a study of the following table:

	Under Old Rules	Under new Rules	Differ- ence in Saving.	Per- centage Saved
1. Total of items in small debt Procedure Tariff	\$11.70	\$ 6 55	\$ 5 15	44%
2. Total of items in Small Debt Procedure, payable to clerk	7 55	4.60	2 95	33%
3. Total of items in Small Debt Procedure, payable to sher-				

iff, exclusive of mileage...	4.15	2.05	2.10	50%
4. Service fees on Writ of Summons on defendant at Vermilion (130 miles) .....	27.50	.55	26.95	98%
5. <b>Edmonton Case for \$20</b>				
Actual Bill of Costs taxed (no witnesses) .....	4.91	3.40	1.51	30%
Default Judgment. ....	1.85	1.40	.45	24%
(A Default Judgment would have been much greater by reason of service fees where defendant resided out of the city)				
6. <b>Vermilion Case</b>				
For \$20, two witnesses on each side—Costs. ....	74.80	7.15	67.75	92%
7. Mileage fees in Sion Case	12.00	4.00	8.00	66 2/3%

#### Real Cases in Point.

Attached hereto is a copy of a bill of costs received from the District Court, Edmonton, as taxed in a small debt case tried at Edmonton before the rules were amended, and a memo of the amount at which the costs would be taxed today. Also a memorandum of the costs of a default judgment under the old and new rules. These show:

Amount of bill as taxed... .. \$4.91  
Amount of bill as it would be taxed today.... .. \$3.40  
a difference of \$1.51, or a saving of 30%.

#### Details of Old Tariff.

Sued January 17th, 1908, for \$21.00.

Judgment given for the plaintiff for \$20.00 and costs.

Costs taxed as follows, there were no witnesses in this case

Entering and numbering claim	\$ .
Issuing writ and copy	85
Paid Service	50
Postage.	02
Two notices of trial, 20c. each	40
Hearing fee	50
Postage and registering notices	14
Counsel fee 10% . . .	2.00
Judgment ..	50
Filings, if any, 10c. each	nil
Witness fees	nil
Total	.... \$4.91

If there had been witnesses in this case the costs would have been very much greater, as one of the great savings under the new system is in regard to witnesses, cases now being tried not at the District towns only, but at all towns throughout each District.

The new rules went into force in March, 1908. The charges in this case would now be:

#### Under Present Tariff.

Entering and numbering claim	
Issuing writ and copy	\$ 85
Service	.30

Counsel fee	2.00
Judgment	.25
Witness fee, if any	
Total	\$3.40

#### Costs of Default of Judgment in a Suit for \$20.00

1. Under old tariff—	2. Under new tariff
(a) Entering and numbering claim. Issuing writ and copy .	Entering and numbering claim. Issuing writ and copy .
(b) Service..	(b) Service.
(c) Judgment	(c) Judgment
Total	Total
A saving of 34 per cent.	

Below is given a statement regarding service fees in a case that was tried at Edmonton where the defendant lived at Sion, some sixty miles north west of Edmonton. There were no witnesses sworn: the sheriff's fees for mileage in serving summons was \$12.00. Today the summons would be sent to a bailiff at Lac Ste. Anne, and the mileage calculated from there. The distance is by this means reduced to 20 miles so that mileage fees would be \$4.00 in place of \$12.00, a saving of 66 2-3 per cent.

#### If There Had Been Witnesses.

Had there been witnesses in this case living at Sion as they naturally would, these witnesses would have had to travel to Edmonton and each would have received \$12.00 in mileage fees. Today the mileage expenses for each witness would be \$4.00.

## Revision of the Statutes

The statutes of the North West Territories have been revised and consolidated and brought up to date. This has had the effect of eliminating all repealed and obsolete legislation and arranging the law of the province under an excellent system of classification in one volume.

## Administration of Criminal Law.

The high view that Attorney-General Cross takes of his office with respect to the enforcement law is told in the following words quoted from a speech delivered in 1907 at Vermilion.

"Thousands of settlers are coming to our Province with bright hope for future success and happiness. We have the soil capable of growing immense crops of grain. We have a climate second to none in Canada. We have everything to make our people happy and contented. But while our immigration agents and our immigration literature are telling thousands of people of our great country, there is no greater attraction that can be held out to the new settler than the fact that in this Province an absolute guarantee is given that lives and property of its people are safeguarded by law, and that the administration of the law both civil and criminal is conducted according to the highest and best of British traditions."

"I have no more important duty to perform in my present position than that of the administration of Criminal justice, and a duty which I trust I will always be able to perform in the most just and efficient manner."

"When I became Attorney General of this Province I decided that as far as I was concerned there should always be in this province a careful but fearless administration of the criminal law. Possibly no other one feature of Canadian life is more attractive to the immigrant or newcomer whom we invite to become a citizen of Canada than the manner in which law is administered. Honest civil justice and a strict maintenance of law and order are two matters in which we as Canadians take just and proper pride."

**His Promise Carried Out.**

The prosecution and conviction of powerful corporations in this province for conspiring in restraint of trade is a courageous fulfilment of the promise given in the words quoted above. The lumber case is familiar to the people of this province. The successful issue of this trial has advertised the province in a unique manner, and is a case that is destined to become a classic in the law literature of Canada.

# **LAWS RELATING TO LABOR**

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## **Mechanic's Lien Act**

The lien law under the Territorial government was cumbersome and not very workable. Recovery for wages was difficult and tedious. In the first session of the Alberta Legislature the government introduced the lien law as we have it now in the Province of Alberta. It is simple and provides cheap and summary means of recovery for laborers' small claims. Formerly it was practically impossible to collect and barristers frequently advised laborers not to attempt collection. It was necessary for the laborer, unfamiliar with legal formalities and court procedure to issue a writ in the ordinary way and go through the same course as in other classes of litigation. This invariably cost too much.

### **New Law.**

Under the new law a person having a claim for wages can go to the office of the clerk of the court, file his claim, then go to the registry office and file his lien free of costs and within ten days the whole matter is disposed of by a judge who finds whether he is entitled to his lien or is defeated in his claim.

The statement cannot be successfully disputed that the Mechanic's Lien Law of Alberta is the easiest and cheapest in the Dominion of Canada.

## **Eight Hour Law**

The Eight Hour Law was embodied in an amendment in the Coal Mines Act in the Session of 1908. The law applies only to miners and was introduced to make conditions with respect to the duration of a day's work in mines uniform throughout the province. The principle of securing this end by voluntary agreement, either by the act of the employers or the efforts of the trade unions had failed. Consequently employers were not all on the same footing and unrest and insecurity followed. The only remedial agency left was legislation. Hence the eight hour law which protects the employer and his employee, removes a bone of contention from the situation in Alberta, and protects the public against the menace of coal famine as a result of strikes and lockouts. As a result of disagreement on this question.

### **The Strained Conditions Existing.**

During the spring of 1907, serious differences arose between the mine owners of the Lethbridge and the Crow's Nest fields and the miners, which revealed the need of pacificatory legislation. The government realized the gravity of the situation and appointed the coal commission.

### **Duties of the Commission.**

The commission was instructed and authorized in the words that follow taken from the order in council:



"To enquire into, investigate and report to the Lieutenant Governor in Council upon all matters having to do with or concerning the relations of employers of labor to the laborers employed in the coal mining industries of the Province, and more especially in relation to the wages paid to the laborers; the length of time constituting a working day; the conditions, sanitary and otherwise, under which such labour is performed; the precautions that are or should be taken to avoid accident or injury to the persons so employed and the compensation of such persons or their dependents or representatives in the event of their injury or death while engaged in such employment, and in this connection to enquire into, investigate and report upon all circumstances tending to the elucidation of the differences between employers and employed in this branch of industry with the purpose so far as may be, of suggesting such solution or solutions for the fair settlement of such differences as the Commissioners may think proper to make; and further to make such enquiry and investigation as shall be found necessary by the Commissioners into all circumstances which may throw light upon or explain the scarcity in the coal supply which existed throughout some portions of this Province and the Provinces of Saskatchewan and Manitoba during the past winter, and to report thereon to the Lieutenant Governor in Council; and that for such purpose or purposes the said Commissioner shall have power to summon witnesses before them and to require such witnesses to give such evidence on oath, orally or in writing or on solemn affirmation (if they are persons entitled to affirm in civil matters) and to provide such documents and things as the Commissioners may deem requisite to the full investigation of the said several matters hereinbefore specified, or any one or more of them, and that for such purposes the said Commissioners shall have the same power to enforce the attendance of witnesses and to compel them to give evidence and produce documents and things as exists in any court of record in civil cases in the Province, and that the said Commissioners shall have power to do such other acts and things as are requisite to the proper carrying out of the objects for which they are appointed."

Sittings of the Commission were held at all the principal towns where coal mining is carried on and a great mass of important evidence was adduced. The personnel of the commission was a guarantee of a thorough impartial investigation consisting as it did of a nominee of the miners, a nominee of the operators with the Chief Justice of Alberta as chairman. The report formed the basis of the acts mentioned above, and were in principle application approved by almost the unanimous consent of the legislature.

#### **Coal Commission on Compensation.**

With respect to compensation the commission reported as follows:

"In regard to the compensation of persons injured in mines or the dependents or representatives of persons killed in mines, your Commissioners would report that the evidence taken demonstrates that the provisions of the present law, while they may be fair in theory, are in practice useless; that the expense necessary to conduct litigation under the present system of trial by jury and with the consequent appeals and long delays has in the past rendered it impossible in almost every case for any compensation to be recovered regardless of where the blame might rest, and your Commissioners would therefore recommend that this class of cases be treated by a

Special Compensation law, providing for the trial of accident or negligence cases by a Special Commission, appointed in such a way as your government may see fit, whose duty it shall be to hear and determine finally all such cases as may be brought to their attention without appeal."

## **Workmen's Insurance**

"The foundation of the modern labor system is machinery. The statistics of production reveal the fact that at this day nearly all commodities have been subjected at some stage to the machine process of production." This development of the labor system has revolutionized the labor as well as the economic status of labor. The changes constitute indeed the "Industrial Revolution." The use of machinery has necessitated the systematic regulation and inspection of factories and workshops, as a consequence of laws regulating the conditions under which work shall be carried on. Naturally such legislation had its genesis in Britain where the factory system had its origin, the first bills being introduced by Sir Robert Peel, himself a great textile manufacturer. From that time the subject has been constantly before parliament for revision and legislation. The great body of factory laws in Britain furnish a model for the world.

### **Employers' Liability.**

Very naturally while legislatures have been active in securing better conditions in industrial establishments, they have changed the customs growing up under common law relative to the liability of the owners of machinery to those who operate it. One of the most marked instances of this extension of powers of the legislature has been in modifying and even reversing of the common law practice. Common law is being more and more restricted by positive statutes. Under the old system of industry, before the congregation of labor in factories where the employee worked along with his employer, the doctrine of "co-employment" had weight, but such a rule is impossible in a great factory or mine, where a workman may be quietly and industriously performing his work, and through the negligence of an engineer loses an arm. Under these circumstances the common law has no remedy, and in order to procure remedy the common-law rule must be abrogated or limited by such provisions as contained the compensation acts, employers' liability acts and compulsory insurance. The severity of competition and the increasing principle of altruism demands that industry shall bear the expense of providing against the contingencies of those who have assisted in its conduct and development.

The inconsistencies of the common law rule were never fully appreciated until the British acts were passed. The same may be said to be true in the province of Alberta until the passing of the Workmen's Compensation Act in 1908 the public, employers and employees were ignorant to a great extent of limitations of the common-law to secure compensation for workmen injured in the course of their employment. In Britain, as in Alberta, many corporations resisted the enactment of laws, which would tend, as they claimed, to the great increase of the expenses of running their works. Much fear was expressed that the results would be disastrous to industry and prevent dividends. The experience of twenty-five years of the law has not substantiated these fears, while one of its best effects has

been to secure greater care in the selection of agents. The law stimulates the selection of the very best skill in the employment of men which alone justifies its enactment.

The law as enacted in Alberta is really compulsory Insurance for Workingmen, and if there is a subject within the range of legislation which relates to means for promoting the material, social, intellectual and moral prosperity of laboring men, it is that which deals with "economic insecurity" attending the prosecution of great industries. The governments of England and Germany have striven to find specific remedies, but no scheme has been found to meet the case as well as the system of compulsory insurance.

#### **The Alberta Law.**

The purpose of the Alberta law has been to relieve the workingman from the disability of the common law and economic insecurity, not by throwing the burden upon the employer but upon the community.

The important feature of the law is that it simplifies the remedy for recovering for injury by eliminating negligence. Before the present law came into force the courts were not allowed to guess how an incident may happen. The onus of fixing the responsibility was upon the workingman.

#### **Does Not Apply to Farm Labor.**

The Alberta law has been framed to suit the conditions of our infant industries without hampering their development. It does not go to the extremes of the British or European systems and **does not apply to farmers and farm laborers.**

#### **Who is Liable to Pay Compensation.**

1. The employer whether an individual, a body of persons, or whether they are corporate or incorporated.

2. Where a workman is injured by a stranger during his employment he may recover from his employer by way of compensation, or by damages from the stranger.

3. Where the employer dies the workman may recover against the estate of the deceased.

4. The injured workman is protected against the insolvency of his employer. The law provides different remedies to meet the case—

- (a) Where the employer has insured fully;
- (b) Where he has partially insured,
- (c) Where he has not insured at all.

All rights to payment of the insurance money shall be transferred and vested in the workman. The workman ranks as a preferred creditor up to \$500 where there is partial insurance. He is put in the same position as a claimant for wages or rent.

The amount of compensation payable in case of death from injury differs as to whether the deceased leaves—

- (a) No dependants;
- (b) Partial dependants,
- (c) Dependants wholly dependant.

When the deceased leaves no dependants then the compensation payable is limited to the reasonable expense of medical attendance and burial, but in no case to exceed \$200.00.

Where he leaves persons partly dependant upon him the amount is fixed by agreement or by arbitration according to the nature of the case.

Where the deceased workman leaves dependants wholly dependent upon his earnings the amount of compensation payable is a sum equal to his earnings in the employment of the same employer during the three years immediately preceding the injury from which he dies, or \$1,000.00 which ever of these two sums is the larger. however, in no case is the amount to be more than \$1,800.

Should the deceased not have been employed for a period of three years time previous to the injury then his earnings will be calculated on the basis of 156 times his average weekly earnings while in the actual employment of the employer at the time of the injury.

Where total or partial incapacity results from injury the injured workman receives a weekly compensation as follows:

- (a) Fifty per cent. of the injured persons weekly wages, such weekly compensation does not exceed \$10.
- (b) In case of a minor the full weekly wages is paid, but does not exceed \$7.50.

#### **Results of the Compensation Act.**

(a) This law first protects the workmen while engaged in his daily labors. It has had the effect of causing employers to inspect their factories and establishments and repair them in conformity with conditions of safety. Without such a law employers were not constrained to be careful and are liable to take risks with the lives of their employees.

#### **Protects When Injured.**

(b) The compensation law protects the workman when he is injured, and affords him a simpler, more effective means of remedy than was possible under the common law.

#### **Protects After Death.**

(c) The compensation law protects the dependents of the workman in case of death, which was impossible under the common law, which held his right of compensation died with him. It destroys the paradox that existed under the common law, which though it was designed to protect the injured person, ceased to operate when he and his family suffered the supreme accident of his employer's negligence.

#### **Prevention Better Than Cure.**

The compensation act will, by making factory regulations better and safer, by concealment of dangerous machinery, and other significant devices reduce accidents to a minimum, thus applying the homely, but axiomatic principle that an ounce of prevention is worth a pound of cure.

# THE TREASURY DEPARTMENT

Business-like Administration—Resolved: That this convention is in favor of a strong, economical and business administration of public affairs with prompt attention, without unnecessary routine to the wants of the people in all parts of the province.”—(Sixth item of the Liberal Platform of 1905.)

Thrifty Administration—Resolved: That inasmuch as the revenues provided for the province under the Alberta Act are sufficient to meet all the present requirements of the province, and are subject to large increases from time to time in proportion to the growth of our population, this convention declares its belief that there should be no immediate necessity to incur any provincial debt, or to pledge, alienate or hypothecate the assets of the province to meet any real public need.—(Twelfth item of the Liberal platform, 1905.)

These paragraphs cited above constitute the policy of the Rutherford ministry with respect to the conduct of the finances of Alberta. It is a policy of safety and prudence, and in accord with the fundamental principles of Liberalism and political economy. They form part of the platform adopted by the Liberal party of Alberta in August, 1905, before the provincial elections and embody the promise of that party to the people. The record of the ministry is the fulfilment of that promise to the letter. The revenues of the province have been sufficient for the present requirements, and have grown from year to year without imposing a cent of direct taxation on the general body of the people.

## **The Purse Strings in Honest Hands.**

The conduct of the provincial finances is in the hands of Premier Rutherford, who has been Provincial Treasurer since the formation of the government. With a statesman of Mr. Rutherford's sterling and transparent honesty, the public have felt assured from the first that the financial record of the administration would be above reproach or insinuation. That confidence has never been disturbed and is confirmed beyond all criticism by four years of honest and successful administration.

## **Provincial Finance.**

A discussion of the finances of the province involves the collection, management and expenditure of the public revenue. It involves the question of taxation and the methods applied to procure the revenue from year to year, the receipts, expenditure and distribution of the revenue.

### **Sources of Revenue.**

The revenue is derived from various sources, the largest item being the Dominion subsidies which are paid half yearly. This source is supplemented by such fees as pedlars' fees, marriage fees, fees for registration of Provincial or foreign companies, automobile license fees, hotel license fees, fines, examination fees, private bill fees, game licenses, succession duties, taxes from railways and corporations and other local sources. These are not taxes because for every fee the government collects equitable service is given in return.

### **The Territorial Regime.**

Under the Territorial regime the matter of finances was a comparatively simple business. Estimates of the needs of the Territories were prepared by the Territorial government and forwarded to the Federal Government at Ottawa requesting a grant equal to the total expenditure less the amount that was available for local sources, a sum which was very small. The federal subsidy varied according to the needs of the province. Today that subsidy is more or less fixed, and the government of the province is thrown upon the resources of revenue within the province itself, which involves the gravest considerations of economy and justice. Each year the province of Alberta must raise about three-quarters of a million dollars, apart from the federal subsidies. To raise this amount without resorting to direct taxation is a problem that was unknown to the governments of the old days in the Territories, and one that has been successfully dealt with by the Rutherford ministry.

### **Expansion and Expenditure.**

The expenditure of the province must needs keep pace with its enormous expansion. In 1892 to the Dominion subsidies to the whole territory now comprising the two provinces of Alberta and Saskatchewan, was only \$195,700. In 1904, the year before the formation of the provinces, it was \$1,100,000. The sequence of such great material development was provincial autonomy with definite powers and jurisdiction to the provincial governments to meet the increasing wants of the country into which immigrants were pouring at the rate of nearly 200,000 per year. During the first year of provincial autonomy the Dominion subsidy to Alberta alone was equal to the subsidy paid the entire North West Territories during the last year of their history.

### **A Bit of Financial History.**

A study of our financial history as a province takes us back to the Alberta Act of 1905. One of the critical phases of the autonomy legislation at that time was the financial terms to be granted to the new provinces. In drafting these terms the federal parliament was guided by the British North America Act of 1867. This act was closely adhered to, and a generous interpretation was placed upon its clauses. The subsidies to the new provinces were provided under the following heads:

(a) Government and legislature; (b) capitation allowance; (c) grant in lieu of lands; (d) allowance for public buildings, or debt allowance.

### **The B. N. A. Reconsidered.**

When Alberta and Saskatchewan were erected into provinces the

scheme of Confederation was completed, and the time seemed opportune to reconsider the financial relations of the provinces to the Dominion. Accordingly a conference comprising the Provincial Premiers of all the Provinces of Canada with the Prime Minister of Canada and other members of the Federal Government at Ottawa in 1906. The provincial Premiers were assisted at the conference by members of the different provincial cabinets. Hon. A. C. Rutherford and Hon. C. W. Cross were the representatives for Alberta.

### Better Terms.

As a result of the conference the original financial arrangement secured by the Alberta Act was changed and a much better arrangement made. No statement of the terms of the Alberta Act have been made before in this story in order that they might be compared with the better terms made by Premier Rutherford and Hon. C. W. Cross at Ottawa. The story is better told by quoting the words of the Premier in making his annual budget on February 25th, 1908, on the floor of the Legislature.

### Confederation Complete.

"It is now a little over forty years since the scattered Provinces of Canada were confederated into what is known as the Dominion of Canada. On the 1st of July, 1867, our old Provinces of Canada joined together in one confederation as the Dominion of Canada. In bringing about this result we look back with pride to some of the men who took a part in effecting that result. The names of Sir John A. Macdonald, George Brown and Sir George E. Cartier are dear to every patriotic Canadian in this connection. The British North America Act of 1876 gave to the Provinces of Canada a constitution and prescribed the duties which devolved upon the Federal Parliament as well as upon the Provincial Legislatures of Canada. The Confederation Act prescribed, as well, the amount of subsidies which the provinces should receive from the Dominion of Canada and set out the basis upon which these subsidies should be earned. The fathers of Confederation no doubt looked forward to a chain of provinces extending from the Atlantic to the Pacific Ocean. They did not see this occur in their day, but to the Government of Sir Wilfrid Laurier we are indebted for the completion of confederation in the setting apart of the new Provinces of Alberta and Saskatchewan out of the North-West Territories, and making them part of this great confederation. When the history of the present time comes to be written the name of Sir Wilfrid Laurier and his government will loom large in connection with this great work."

"Honorable members of this House will recollect that a part of our constitution is embodied in what is known as The Alberta Act. It is not my intention on this occasion to deal with all the features of The Alberta Act, but merely to draw the attention of honorable Members of this House to the financial provisions made to the province of Alberta by this Act, which came into effect on the 1st of September, 1905. Since then we have a new and better financial arrangement. Larger subsidies on a somewhat different basis have been provided for us in what is known as the British North America Act of 1907. Forty years have passed since the original Confederation Act was passed by the Imperial Parliament, and in the year 1907 a new British North America Act was passed by the same Parliament. I wish on this occasion to compare the financial terms as provided by The Alberta Act of 1905 with the financial terms provided by The British North America Act of 1907."

### TERMS UNDER THE ALBERTA ACT.

It was recognized that we had, to say the least, fairly good financial terms by virtue of The Alberta Act of 1905. We have under The British North America Act of 1907 a very substantial increase given us

Under The Alberta Act which assumed that our population was 250,000, we received under the head of Government and Legislation the sum of	\$50,000 00
A per capita allowance of eighty cents a head amounting to	200,000 00
Debt Allowance	405,375 00
In lieu of land	375,000 00
Total .	\$1,030,375 00

In addition to this, each year for the first five years we receive in addition in lieu of lands for public buildings the sum of \$93,750.00, making a total in five years of \$468,750.00

On a population of 40,000, under Alberta Act, we would receive under:

Government and Legislation	\$ 50,000 00
Eighty cents per head	320,000 00
Debt allowance	405,375 00
In lieu of lands	562,500 00

On a population of 800,000 under Alberta Act:

Government and Legislature	\$ 50,000 00
Eighty cents per head	640,000 00
Debt allowance	405,375 00
In lieu of land	750,000 00

Total \$1,845,375 00

On a population of 1,200,000 under Alberta Act

Government and Legislation	\$ 50,000 00
Eighty cents per head	640,000 00
Debt allowance	405,375 00
In lieu of land	1,125,000 00

Maximum grant under Alberta Act \$2,220,375 00

This is the maximum grant which we could receive from the Dominion Government under the provisions of the Alberta Act, namely, \$2,220,375 00.

#### MCBRIDE ENVIES OUR TERMS.

Some of the governments of our neighboring provinces have been eagerly watching and noting the financial terms given to the new Provinces of Alberta and Saskatchewan. The Prime Minister of the Province of British Columbia at the Provincial Conference held in the city of Ottawa in October, 1906, based some of his chief arguments for an increased subsidy to British Columbia on the financial terms which were granted to the Provinces of Alberta and Saskatchewan under The Autonomy Act. I think I can do no better than quote his arguments presented upon that occasion with regard to the financial terms received by this province and the province of Saskatchewan as compared with the financial position of British Columbia.

In his argument he said:

"Comparing the terms conceded to British Columbia and to the new provinces of Alberta and Saskatchewan, it is found in effect that when these provinces are in receipt of the total allowance to which they will ultimately be entitled per annum, the amount in round numbers will be \$2,250,000 00, while the total of British Columbia's allowance, when it has reached its maximum, will be less than \$500,000 00. It is not contended that the new provinces have received too much, but that British Columbia has received far too little. Alberta and Saskatchewan contain large, compact, arable areas presenting no physical difficulties or obstacles to development. While it may be said that in their case the lands and minerals belonged to the Dominion, if we take the case of British Columbia, with its public domain in its own right, the average of its receipts for the past thirty years on account of its natural resources has only been \$235,000 00 per annum, from which must be deducted the cost of administration, not less, at the present time, than \$100,000 00 per annum. It is submitted further that the readjustments of the subsidies every two and a half years, according to the increase of population ascertained by census-taking, in our estimation, is another important advantage which the new provinces have over British Columbia. They obtain almost immediately in increased subsidy the benefit of increased population while British Columbia, in which the increase of population is also very rapid, has to wait ten years for readjustment. There is, therefore, only one or two conclusions to be drawn from a comparison of the terms in the two cases: either the new provinces have been too generously endowed by the Dominion—which is not alleged—or British Columbia has received very inadequate consideration of its requirements."

This, Mr. Speaker, is the opinion of the Conservative Premier of the province of British Columbia with regard to our financial terms under The Alberta Act.

#### ALBERTA HAS EXCELLENT TERMS.

Now, Mr. Speaker, according to what the Hon. Mr. McBride states, British Columbia only receives \$235,000 00 per annum on account of its natural resources, from which has to be deducted the cost of administration, \$100,000 00 per annum, while our province receives \$375,000 00 under the Alberta Act from the start; \$93,-



750.00 annually for five years to provide for the construction of necessary public buildings, and when we have a population of 1,200,000 we would have received for all time to come an amount in lieu of our public domain of \$1,125,000.00 under The Alberta Act. I do not say that we are receiving too much, but reading the Hon. Mr. McBride's observations, we glean some information from an outside source as to what was thought of our financial provision.

#### B.N.A. ACT, 1907.

I have stated that our financial condition has been much improved by the British North America Act of 1907. Hon. members will recollect that I intimated during our second session of this legislature that the government of this province had received an invitation from the Federal Government to attend a Provincial Conference at Ottawa to discuss the matter of the desirability of increased subsidies to the provinces of Canada. This government accepted the invitation. I proceeded to Ottawa in October, 1906, accompanied by the Honorable, the Attorney General of this province. Certain resolutions were passed by that Conference asking for increased allowances. These resolutions were presented to the Federal Parliament at Ottawa soon after the Conference and a memorial was presented to the British Parliament, by the Parliament of Canada requesting that the British North America Act of 1867 should be changed so far as the subsidies to the Province of Canada were concerned.

The new British North America Act came into force on the first day of July, 1907 forty years after the original Confederation Act. Our increase in subsidy under this Act, on an estimated population of \$250,000, is \$130,000.00 making our total present subsidy \$1,254,125.00 per year payable half-yearly in advance. On a population of 400,000 we will receive an increase of \$140,000.00, making a total subsidy of \$1,477,875.00. On a population of 800,000 our increase will be \$170,000.00 making a total subsidy of \$2,015,375.00. On a population of 1,000,000 our increase will be \$330,000.00, making our total subsidy \$2,550,375.00. On a population of 1,200,000 our increase will be \$490,000.00, or a total subsidy of \$2,710,375.00.

Bear in mind, Mr. Speaker, that our maximum grant under The Alberta Act was reached when we would have a population of 1,200,000. Under the British North America Act of 1907 at that time we will have an increase over and above that given by the Alberta Act of \$490,000.00 or nearly half a million dollars.

On a population of 1,500,000 our increased grant will be \$750,000.00, or \$2,970,375.00.

On a population of two million our increase will be \$1,150,000.00 or a total subsidy of \$3,370,375.00.

On a population of 2,500,000 we will have an increase of \$1,550,000.00 or a total subsidy from the Dominion Government then of \$3,770,375.00.

The 1907 Bill grants Eighty cents per head up to 2,500,000 and Sixty cents per head over 2,500,000.

You will note, Mr. Speaker, that under the British North America Act of 1907 there will be no maximum grant. So long as the population keeps on increasing our subsidy will consequently increase. Under the Alberta Act we had a maximum grant, but under this Act there is no maximum grant.

We have an advantage too over the older Provinces in that our subsidies are rearranged on a census taken every five years instead of ten years. The grants to the older Provinces are rearranged on a census taken every ten years. This, Mr. Speaker, is quite a material advantage which we possess.

I think, Mr. Speaker, it is very safe to say that if our additional grant under the British North America Act of 1907 was set aside each year until our population reaches eight hundred thousand, we would have quite sufficient moneys to construct the handsome legislative buildings, a cut of which hangs upon the wall of this chamber.

Let me draw the attention of honorable Members to the section in the British North America Act of 1907 which sets out the time under which our subsidies are rearranged.

#### PROVISIONS OF B.N.A. ACT.

"The population of a Province shall be ascertained from time to time in the case of the Provinces of Manitoba, Saskatchewan and Alberta, respectively by the last quinquennial census or statutory estimate of population made under the acts establishing those provinces or any other Act of the Parliament of Canada, making provision for the purpose, and in the case of any other Province by the last decennial census for the time being."

Our population exceeds 250,000, our per capita allowance will be increased so that we do not necessarily have to wait until our population reaches four hundred thousand to earn an additional amount over and above the amount which we at present receive.

### MANITOBA LIKES OUR TERMS TOO

I stated, Mr. Speaker, that the Governments of some of our neighboring Provinces have been watching intently the financial provisions which have been made for these new provinces. The Province of Manitoba is quite small in extent. At present it is only about a quarter of the area of the Province of Saskatchewan or Alberta. A movement has been on foot for a number of years to extend the boundaries of Manitoba so as to make its area larger than it is at present—in fact as large as Alberta. At the present session of the Legislature of Manitoba the Government of that Province placed in the mouth of the Lieutenant Governor in the Speech from the Throne, a clause stating that they viewed with pleasure the fact that the Dominion Parliament proposed to extend the boundaries of the Province of Manitoba. This clause was to the effect that the financial terms Manitoba would accept would be similar to the terms given to the Provinces of Saskatchewan and Alberta, and following that up a memorial was passed to the Dominion Parliament by the Legislature of the Province of Manitoba setting forth the demands of that Province in regard to financial assistance. You will find, Mr. Speaker, in that memorial that the Manitoba Government copied the exact wording with regard to the amounts which the Provinces of Alberta and Saskatchewan receive under the Alberta and Saskatchewan Acts. It was stated in the Legislature by Premier Roblin that Manitoba would accept the Alberta and Saskatchewan terms for debt allowances and in lieu of lands and no other.

Mr. Speaker and honorable Members will note that the Conservative Prime Minister of Manitoba does not seek the public domain, the lands and the minerals of the Province of Manitoba when its boundaries are extended, but requests the same financial terms which the Provinces of Alberta and Saskatchewan receive under the Alberta and Saskatchewan Acts.

### Supplementary Revenue

Reference has been made already to the fact that the Government gets a considerable portion of its revenue outside of the Dominion subsidy. It is the business of the Government of any Province to create new sources of revenue from time to time as the needs of the country expand. In this respect the Rutherford ministry has shown resourcefulness, based on justice to the great body of the people. Since assuming power in 1905 the Government has passed three Acts that have added thousands to the provincial money chest. These are

(1) "An Act to Supplement the Revenue of the Crown in the Province of Alberta."

(2) "An Act Respecting the taxation of Land for Educational Purposes"

(3) "An Act Respecting the Taxation of Corporations."

By these three Acts the annual revenue has been increased by the sum of \$150,000.

A glance at the following will indicate the value of these laws to the Province. Below is given the sums paid by the various corporations doing business in Alberta during the two years the laws have been in force:

(a) Fire Insurance Companies	\$ 14,083
(b) Life Insurance Companies	8,247
(c) Accident Insurance Companies	867
(d) Loan Companies	3,109
(e) Trust Companies	1,150
(f) Banks	27,900
(g) Land Companies	3,855
(h) Miscellaneous Companies	6,175

Total . . . . . \$ 65,386

Before the Alberta Government taxed railways it was taken for granted that railways in the west were immune from taxation. Western railways have received in addition to enormous grants of land great cash subsidies and by certain clauses in the charters

enjoyed full exemption from taxation on their lands and lines. No government had attempted to impose a cent or force the greatest corporation in the land to pay its just share towards carrying on the public business. There had been Conservative and Liberal governments in Manitoba, Independent and quasi-independent governments in the North-West Territories all that time but none had the courage, nor dared to collect a cent of railway taxes.

#### Statement of Railway Taxes Collected.

1906 and 1907	\$ 121,460
1908	84,011
	<hr/>
	\$ 205,471

#### Help for Poor Schools.

The Educational Tax Act is not only a measure of financial reform, but also strong measure of educational reform, securing substantial assistance to public schools in sparsely settled districts. It enacts that all land within the province subject to taxation by the province, with certain exemptions shall be taxed one and one-quarter cents per acre for the benefit of education in the province. The exemption clause applies principally to lands situated in any organized school district. The purpose of the Act is to cause land owners who hold large areas outside of school districts for speculative purposes to undertake some of the burden and cost of educating the children of the province.

#### Distribution of the Tax Money.

Fifty per cent. of the Education Tax goes direct to the public schools under the terms of The School Ordinance.

Fifteen per cent. is given to schools that maintain one or more rooms exclusively for pupils in standards above the fifth, provided that the average attendance is at least fifteen.

Fifteen per cent. is appropriated to provide for initial grants to newly organized school districts.

And twenty per cent. of the taxes is appropriated towards the maintenance of the Provincial University.

#### Statement of Receipts from Education Tax Act.

1907	\$ 25,779
1908	39,972
	<hr/>
	\$ 65,751

The Corporation Tax Act follows the principle contained in similar acts that have been enacted in other provinces. Ontario, Quebec and Manitoba have similar laws. The Act applies to banks, insurance, express, loan, trust, street railway, telegraph and telephone. gas and electric light companies, doing business in Alberta.

#### Banks.

Banks are assessed per year as follows:

- (a) Head office, \$400.
- (b) Branch banks, \$200 each up to four in number. Any number of branches in excess of four and up to ten, \$100 each.
- (c) Private banks in towns and cities, \$200.
- (d) Private banks in villages, \$100.

### **Insurance Companies.**

The rates on insurance companies per year are:

- (a) One per cent. of the gross premiums of business in the province.

### **Loan Companies.**

The tax on loan companies is as follows:

- (a) Companies with paid up capital of \$100,000 or less, \$100 and \$75 on each additional \$100,000 or fraction thereof.
- (b) Companies with withdrawable capital, \$25 on the first \$25,000 or fraction thereof and 25 cents for each additional \$1,000.
- (c) Land Companies, \$50 unless the unpaid purchase money of land sold exceeds \$50,000.

### **Trust Companies.**

Trust companies are taxed as follows:

- (a) Where paid up capital is \$100,000 or less, \$100. For every additional \$100,000 of paid up capital \$50.
- (b) Where the gross earnings exceed \$25,000 per year, the tax is \$500.

### **Street Railways.**

Street railway companies are assessed as follows:

- (a) When the trackage is 20 miles or less, \$200 per year.
- (b) For each mile in excess of 20 miles of trackage, \$10.

### **Telegraph and Telephone Companies.**

Telegraph and Telephone Companies pay as follows:

- (a) For every mile operated in the province, \$1 per year.
- (b) Telegraph lines operated by a railway company, \$1,000 per year.
- (c) In cities over 10,000 population, 50 cents per 'phone per year.
- (d) In cities under 10,000, 25 cents per instrument per year.

### **Gas and Electric Light Companies.**

- (a) Gas Companies supplying gas for purposes of gain, \$500 per year.
- (b) Electric Light Companies in cities with 100,000 population, \$500.
- (c) In cities under 10,000 population, \$100.
- (d) In towns and incorporated villages, \$25.

This tax does not apply to works operated by a municipality.

### **Express Companies.**

- (a) Companies having 50 to 100 branch offices in the province, \$500.
- (b) Companies having over 100 branch offices, \$1,000. In no case is the tax on an express company to be less than \$250.

### **How the Money Has Been Spent.**

Next to providing revenue there comes the question of expenditure. Judicious expenditure of public money is the truest index of financial statesmanship. An enormous sum of money has passed through the hands of the government since September 1st, 1905.

An analysis of the public accounts is instructive and proves that the money has been wisely and honestly spent. One may search the records in vain to find where one dollar has been misspent or challenged.

#### Statement of Revenue.

Below is given a statement of the revenue received by the provincial treasurer since September 1st, 1905, to December 31st, 1908, as shown by the public accounts:

1. 4 months ending December 31st, 1905	\$ 683,052.92
2. 12 months ending December 31st, 1906. . .	1,425,059.01
3. 12 months ending December 31st, 1907. . .	2,081,827.61
4. 12 months ending December 31st, 1908. . .	2,849,650.41
Total	\$7,039,589.95

#### Expenditures.

The expenditure for the same periods has been as follows:

1. 4 months ending December 31st, 1905. . .	\$ 162,722.93
2. 12 months ending December 31st, 1906. . .	1,485,913.59
3. 12 months ending December 31st, 1907 . . .	2,450,374.29
4. 12 months ending December 31st 1908 . . .	2,782,991.00
Total Expenditure	\$6,882,001.81

#### Surpluses.

The policy of the government has been to keep the expenditure within the limits of the revenue without large surpluses. In a new province money is needed for development and the best investment of revenue is to spend it on behalf of the people in roads, bridges, schools, hospitals and other public institutions that enrich the life of the community and make the province a better place to live in. The surplus at the end of 1905 was over \$520,329. In 1906 the surplus was \$556,125. In 1907 the surplus was used in the extension of roads, telephones and building of bridges. By this means it was reduced to \$69,650. Last year it was \$66,000, a reasonable margin for safety and good management.

#### Money Returned to the People.

The term expenditure under the Rutherford Government really means returning money to the people. It has been the policy of this government to contribute as liberally as possible towards such public purposes as would relieve the people from direct taxation and at the same time encourage those great public interests on which the prosperity of the country depends.

Out of a total expenditure of \$6,882,000 the following sums might be taken as money directly returned to the people:

Education	\$ 820,440.00
Agriculture	1,042,117.00
Public Works	3,329,192.00
Hospital and Charities and Public Health	121,039.00
Legislation	96,441.00
Administration of Justice	665,463.00
Civil Government	468,825.00
Hail Insurance	131,145.00

The above statement shows that the essential and pressing needs of the province are being cared for by the Government. The great bulk of the expenditure has been upon public improvements, education and agriculture.

#### **A Real Test.**

Possibly the best test of the Government's record in the matter of expenditures has been the attitude of the opposition thereto. Out of over six millions of dollars expended by the Rutherford Government not \$1 has been challenged in the estimates from year to year by the Opposition. The political history of no other province in Canada furnishes a second example.

# Temperance and Liquor Legislation of Alberta

## General Principles.

Temperance legislation more than any other legislation demands for its proper enforcement and administration a strong and healthy public sentiment behind it. The fight of temperance has been carried on in every age against ancient and deep-rooted prejudices involving the strongest considerations of personal rights and the exercise of individual liberties. The purpose of temperance legislation is to control the sale of intoxicating liquors and hedge the traffic around with restrictions in conformity with the will of the great majority of the state or community. The ultimate aim of temperance reformers is the total suppression of the liquor traffic and the disuse of alcohol as a beverage. The doctrine that everyone should forego the use of all liquors in any form because some become drunkards is logical and practical to advanced temperance reformers and avowed teetotallers, but is by no means so obvious and practical a conclusion when applied to the whole public as prohibitionists for many years have been trying to do.

Hence there are two courses of action open to the great body of temperance workers in effecting reform—prohibition or the license system. These two phases of temperance agitation have been the battle ground of temperance workers, and often the watchwords of liberty opposing partisans.

Though alcohol has proved to be a remedy at times of immense value to man, still in order to be valuable to mankind it must be used legitimately and under proper safeguards. Its indiscriminate sale and barter is inimical to peace, as well as to the material and moral life of the community, ruining man and injuring society to its very depths.

## General Good and Private Rights.

From these considerations it is apparent that the state as guardian of the public health and morals is bound to use its great powers to restrain and control its citizens by prohibition or restriction, provided that in so doing it does not interfere with the inherent right of the individual to use any food or drink he may choose without injury to himself or others.

## The Foundation of the Trade.

It is this inherent right that is the foundation of the trade. The foundation or excuse for the trade as it exists today in intoxicating liquors is that it is necessary for the travelling public, or that portion of the public who live in hotels and not in their own homes, should have the same facility for eating and drinking what they please as those who live in their own homes.

## Principles of Alberta Legislation.

It is with regard to these principles which safeguard the social and moral interests of the whole people without unduly invading the private rights of the individual that the liquor laws of Alberta

have been conceived and placed upon the statute book. And it is with regard to these principles that the law is being administered today without fear or favor. In this the government believes that it is going as far as the force of public opinion will warrant at the present. Any position below this would be a desertion of the avowed and traditional policy of the Liberal party. Any position above this would be fraught with danger and discredit to the rational propaganda of temperance reform.

#### **Temperance Advancement.**

To ascertain what has been accomplished by the Rutherford Government for the progress of temperance it is necessary to revert to the law as it stood at the time the Government assumed office in September, 1905. A comparison of the law as it existed at that date with the law as it exists today indicates reforms of a unique and salutary character.

#### **The Old Territorial Law.**

The Liquor License Ordinance as it stood on September 1st, 1905, contained the following features.

In order to procure a license it was only necessary for an applicant to secure the recommendation of ten out of twenty of the nearest residents to the premises for which the license was applied. This provision did not apply to applications in incorporated villages, towns or cities. It was necessary, however, if the premises for which the license was applied was not situated in a village, town or city, that the place should contain at least fifteen dwelling houses within an area of 1,280 acres.

#### **The New Law.**

At the first session of the Legislature in 1906 this provision was changed so that it became necessary to have at least 40 dwelling houses within an area of 960 acres. It was found, however, that the effectiveness of this reform and restriction was nullified in a peculiar manner by the terms of the Village Act, and the regulations of the License Act, that it was possible to obtain a license in a place where there were less than forty dwelling houses within an area of 960 acres. Under the Village Act a place containing fifteen dwellings could be erected into a village, and under the License Law a license could be granted in a village. This inconsistency between the Liquor License Ordinance and the Village Ordinance obviated the spirit of the Government's measure of reform. The inconsistency was eliminated by the amendments to the law making it necessary that before an application for a license could be granted that there be forty dwellings in a village or other place within an area of 960 acres.

The adoption of legislation of this nature plainly indicates and reflects the sincerity of the Government to make a substantial advance in the restriction of the liquor traffic and to limit its establishment only at reasonable places.

#### **Rural Prohibition.**

The result of these reforms has been to banish the wayside tavern and secure complete and effective prohibition in the rural districts. In no province of Canada do we find such temperance legislation as is enacted in Alberta. In the province of Ontario there are numerous licensed hotels in the townships and on the



country highways. The Alberta law confines the traffic to villages, towns and cities, places that have all the advantages of close inspection of the traffic by the officials of the License Department and the surveillance of the local police. The foundation or excuse for the liquor traffic is that it is necessary to the travelling public and that that portion of the public who live in hotels should have the same means and facility for eating and drinking what they please as any individual has within the four walls of his own house. Recognizing the basic claim of personal liberty involved in this view the trade is justified, but only under strict and constant control. The principle and provisions of the Alberta law is an honest and effective instrument to secure such control without going too far in the invasion of personal rights.

#### Limitation of Licenses.

Under the old Territorial Law there was no restriction on the number of licenses that might be granted in a town or city. The matter was left to the discretion and judgment of the license commissioners. Following the trend of license reform that obtains in the older provinces the government recognized the principle that the number of licenses in a place should bear a relation to the population, and that it should be fixed by statute. The principle was brought into operation by the Liquor License Amendment Act of 1907, the provisions of which in this respect are as follows.

1. In cities, towns and incorporated villages and in other places where licenses may be granted the number of hotel licenses shall not exceed in any one year: (a) One for the first 500 or fraction thereof of the population; (b) One for the next 500 or fraction thereof of the population; and (c) One for each additional 1,000 of the population.

2. No wholesale license shall be granted in any place unless and until the population exceeds 1,000.

#### Reduction of Hours of Sale.

By an amendment passed in 1907 the hours of sale in all hotel bars have been reduced by closing the bars at 10 p.m.

#### Comparison with Other Provinces.

The Province of Manitoba has a provision limiting the number of licenses to one for the first 500, and one for each additional 600.

New Brunswick has a provision as follows: One for each 250 of the first 1,000 of population, and one for each 500 over 1,000.

The Ontario law provides as follows: One for the first 250, but not more than three for the first 1,000 and one for each additional 600.

In Quebec there is no limit to the number of licenses granted except in the city of Montreal, where the limit is one for each 400. In the city of Quebec the limit is 120.

#### Summary Comparison.

Quebec City	One license to each	120
New Brunswick	" " "	250
Ontario	" " "	400
Montreal	" " "	400
Manitoba	" " "	500
Alberta	" " "	500

The following table gives the number of each kind of licenses granted and in force during 1906, 1907 and 1908, the three years during which the present government has had control:

#### Number of Licenses in Force.

	DEC. 31 '06	DEC. 31 '07	DEC. 31 '08
Hotel. . . . .	190	207	209
Wholesale.....	34	34	34

During three years though the population of the province has grown by leaps and bounds, and cities, towns and villages have expanded in an extraordinary degree, the number of hotel licenses has increased by 10 per cent. while the population has increased at the rate of 70 per cent. The number of wholesale licenses remains the same as it was three years ago.

#### Better Hotels Required.

The limitation of licenses has not resulted in less hotel accommodation for the travelling public. This view of the subject was carefully considered by the government and the difficulty entirely obviated. In order to meet any such contingency section 10 of the Act of 1907 provides that "every licensed hotel shall in addition to what is required for the use of the licensee, his family and servants, provide the number of bedrooms following, that is to say:

- (a) In cities at least forty-five rooms.
- (b) In towns at least thirty.
- (c) In villages at least twenty.

and in every case a suitable complement of furniture and bedding."

Under the old law the number of rooms required was less than half the number required under the present law, which secures more than double the hotel accommodation to the public and greatly reduces the number of licenses. Further the new law not only enforces increased accommodation, but also raises the standard of accommodation. Section 22 of the Act provides that a license may be suspended on account of the premises being unsanitary, insufficiently heated, lighted, or ventilated. The law in this respect has been energetically enforced since its enactment. The time of the license inspectors is given up to the inspection of licensed premises and the investigation of complaints. These inspections it should be remembered are special. Apart from these two complete inspections are made each year of every hotel and wholesale liquor store in the province. As many as 875 special inspections were made last year.

#### Suspensions of Licenses for Unclean and Unsanitary Premises.

1907	6
1908	9

#### Special Inspections.

1906	210
1907	833
1908	875

The direct effect of such close scrutiny of hotels and their methods of business has gradually resulted in a better standard of comfort and accommodation throughout the province and has kept the best men in the business. If the regulations are not kept the license is suspended.

This clause, cited above, has been appreciated as a great boon to the commercial travellers who have occasion to spend a great deal of time in hotels.

#### **Government Approvals of Plans.**

Probably one of the most important enactments of the Liquor License Act of 1907 is the law respecting application for new licenses. First the applicant must file plans and specifications, certified by an architect, of the proposed hotel with the Attorney General. Upon approval of the plans submitted the applicant must proceed to the completion of the building in conformity therewith under the inspection and subject to the approval of the chief license inspector. A provision of this kind ensures buildings and accommodation suitable for the public comfort, and obviates injustice to the applicant who under the old law was permitted to build according to his own plans before being called to book by the department, and ran the risk of being refused a license after an investment of from \$3,000 to \$10,000. In many cases the fact that the applicant has invested his money to such an extent often impelled the licensing board to grant an unnecessary license. The report of the chief license inspector must also contain evidence of the good character of the applicant, whether the premises for which the license is sought is a public convenience or not and whether the application is properly signed.

#### **No Cheque Cashed in Bar.**

The Act of 1907 incorporated a new principle in the law as far as Alberta was concerned at least. The principle is one that commends itself to all friends of temperance. The operation of the principle goes a long way in protecting the earnings of the breadwinner and conserving them for the use of the family. By section 23 of the Act it becomes illegal to cash a time cheque or other evidence of indebtedness in any licensed premises. The licensee or his agent becomes guilty of an offence.

#### **Provision for Enforcement.**

Easy and effective provision has been made for the detection and punishment of violation of the liquor law. The importance of such provision is secondary only to the limitation of licenses. The greatest difficulty experienced by the government in the past was to secure sufficient evidence to make a conviction. Although exercising the utmost diligence in tracing up violations of the law it was a matter of the utmost difficulty to prove the charge because evidence was under the then existing law, difficult to obtain to confute the argument that was invariably offered by the person charged with such an offence. The new Act and regulations simplifies procedure and secures efficient administration.

It is made an offence punishable by a fine of \$10 or ten days imprisonment in default of payment for a person, other than the licensee or one regularly employed by him to be found in a bar during prohibited hours.

The presence of any person during prohibited hours, other than the licensee or regular employee, in any premises for which a wholesale license has been granted, prima facie evidence of keeping open of such premises and is a violation of the liquor laws.

Music, dancing and any other form of attraction is prohibited in the bar-room.

Bartering or receiving pawn for liquor renders the licensee guilty of an offence and liable to a fine of \$20.

Betting, throwing dice or any other form of gambling with a view to determine who shall pay for liquor is illegal and subjects the licensee to a fine varying from \$25 to \$50 or one to two months in gaol.

The existence of dice in the bar-room is held to be *prima facie* evidence of infraction of the law.

Supplying liquor to minors is illegal and renders the licensee liable for the offence to a fine of \$25 for the first offence; for the second offence to a fine of \$50 with the absolute forfeiture of the license. No person under 21 years of age is permitted to loiter in the bar-room and no woman can obtain a license or act as vendor of liquors. This clause secures absolute prohibition for minors.

In formulating evidence the law is very explicit and at the same time searching and complete. The onus of proof of legal action is placed upon the defendant. Houses with bar, jars, tumblers, glasses and other appliances usually employed in hotels are deemed places where it is the intention to traffic in liquors and are deemed an offence.

In proving the sale or disposal, gratuitous or otherwise, or consumption of liquor it is not necessary to prove that money actually passed, or that liquor was actually consumed, or to describe the precise nature of the liquor consumed. This clause is and has proved to be an effective check on "the blind pig business," and stamps out the sale of liquor save by accredited licensees. The law entertains no appeal from nonlicensees convicted under this ordinance. In the cases of licensees appeals are permitted on conditions. Any liquor that contains more than two and a half per cent. of proof spirits is conclusively deemed intoxicating.

#### Prohibition Possible.

For the better administration of the law the province is divided into ten license districts. Power is given to the electors within each license district to procure a local prohibitory law or local option. The act provides that "no license shall be granted by the board for the sale of liquor within the limits of a license district after a majority of three-fifths of the duly qualified electors in such license district have so declared themselves." Special notice is directed to this provision, that it is different from local option laws in other provinces in that it secures prohibition of the liquor traffic in a very large section of the country.

At the present time the license district of Cardston is under local option since July 1902. This district comprises approximately four thousand square miles and includes several municipalities, e.g.: Coutts, Magrath, Kimball, Aetna, Boundary Creek, Mountain View, Cardston and Stirling. Below is given the result of the voting on the proposal of local option when it was carried in 1902.

	For Local Option	Ag't local Option
Coutts, Poll No. 1.....	1	9
Magrath, Poll No. 2.....	49	4
Kimball, Poll No. 3.....	16	7
Aetna, Poll No. 4.....	16	7
Boundary Creek, Poll No. 5.....	3	11
Mountain View, Poll No. 6.....	3	13
Cardston, Poll No. 8.....	85	88
Stirling, Poll No. 9.....	18	0
	<hr/> 242	<hr/> 142

Local option was carried in all but three municipalities. It was the massed vote in a large district that secured the reform. Otherwise a municipality like Cardston, and villages like Coutts and Boundary Creek would still have open bars, against the desire of the majority of the people in that district.

#### Revenue and Fees.

The small increase in the number of licenses has been accompanied by a large increase in the revenue from the license department. Below is given a comparative statement of the revenue for 1906 and 1907 and 1908.

#### Revenue from License Branch.

1906.	\$62,019.19
1907.	78,515.50
1908.	79,051.24

#### Fines.

The improved facilities afforded by the new license law for detecting and convicting offenders against the liquor license law has resulted in a large increase of revenue over the old law as is reflected in the fines of licensees and non-licensees. The following table indicates this fact with significant emphasis.

	1906	1907	1908
Fines collected from licensees. . . .	\$ 890.00	\$ 2,171.00	\$ 1,505.00
Fines from non licensees . . . .	2,877 00	5,642.00	6,827.95

Analysis of the fines from licensees indicates that in 1907 the new regulations were potent and salutary to impress licensees with wholesome fear of the law and respect for its administration for the fines were a little over half in 1908. The total fines for 1908 have increased \$4,565.00 over those of 1906, a condition principally due to rigid inspection by fearless officers operating under an efficient prohibitive law. Notice is directed to the fact that fines from non-licensees rose under the law from \$2,800 to \$5,600 or doubled, a splendid evidence that the law is effective to restrain illicit traffic and the Government is strong enough to enforce the law,

# DEPARTMENT OF AGRICULTURE

Alberta has the essential physical basis for a great future of material development. It has soil and climate. As an evidence of the room for expansion, and a basis of prophecy commensurate with the achievements of the future the following comparisons are submitted:

Area of Alberta . . . . .	162,265,000 acres
Area of Ontario . . . . .	126,000,000 acres
Area of Great Britain and Ireland . . . . .	77,426,560 acres
United area of Main, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut, New York, New Jersey and Pennsylvania. . . . .	103,731,600 acres
Area of arable land . . . . .	100,000,000 acres
Area of land under cultivation . . . . .	591,614 acres

## Crop Statistics 1906.

	Acreage.	Yield in bushels.
Spring Wheat . . . . .	115,502	2,664,661
Fall Wheat . . . . .	61,625	1,301,359
Oats . . . . .	335,728	13,136,913
Barley . . . . .	73,588	2,157,957
Potatoes . . . . .	.....	2,632,158
Total yield of leading grains in Alberta 1908 . . . . .		22,000,000

## Live Stock and Dairy Products.

	1901	1906
Horses . . . . .	93,001	226,534
Cows, (milch). . . . .	46,295	107,245
Other cattle . . . . .	329,391	849,387
Sheep and lambs . . . . .	80,055	154,266
Swine . . . . .	46,163	114,623
Butter, (creamery), number of pounds. . . . .	261,498	1,050,356

The Department of Agriculture, which has been under the charge and administration of Hon. W. T. Finlay, has accomplished splendid work for the agricultural industries of Alberta. The Minister of Agriculture has surrounded himself with an efficient staff of officers and every branch of his department challenges comparison with the work done in similar departments in other provinces. A great mass of public business which comes very close to the life of the people is conducted by this department.

The Government have through the department of Agriculture recognized the fundamental importance of agriculture and have done a great deal to promote the interests of the farmers by grants to Agricultural Societies, farmers' institutes, destruction of wolves and noxious weeds, by aiding breeders' associations and agencies designed to promote the welfare of the farming classes.

### **Assistance to the Stock Industry.**

Alberta is a country where grass is king, and the high quality of the cattle and horses reared on her rich pastures are well known. But rich pastures are not enough to produce good stock. Farmers and ranchers desire instruction in breeding the best types. To accomplish this the Government has supplied expert judges at the exhibitions to place awards where they are deserved and to instruct exhibitors in the characteristics of correct type. The show ring at every fair has been a school of instruction for young and old and has served to direct intelligent interest in selection and breeding of live stock.

### **Stock Judging Schools.**

This phase of education has been specifically supplemented by stock judging schools that have been attended by hundreds of farmers. Specially selected stock have been chosen for purposes of demonstration at these schools which have been conducted by experts of national reputation. Sessions of the stock judging schools have been held in all the live stock districts of the province and have varied from two days to two weeks.

### **Grants to Live Stock Associations.**

The independent efforts of stockmen have been generously encouraged by the government. Annual grants are given to the different breeders' associations as follows:

Horse breeders, \$400; cattle breeders, \$600; sheep breeders, \$400; swine breeders, \$200; fat stock show, \$1,300.

### **Pure Bred Stock for Peace River.**

To aid the breeders of the northern part of the province, and realizing the exceptional difficulties of transporting stock into that splendid country, the Government has made a standing offer to assist in the transportation of pure bred animals to the extent of \$50.

### **Improved Dairy Stock.**

The future of Alberta as a dairy country is unbounded, and has during the last four years made progress by leaps and bounds. There is today a demand for dairy stock of superior type for milking purposes. Such stock are not to be found in the province in sufficient numbers to meet the demand and the individual farmer or dairyman is handicapped in bringing in small shipments or single animals. To assist him the government has arranged to bring in pure bred dairy stock at a uniform rate of \$5.00 per head. The individual makes his own purchases and notifies the department where arrangements are made to import these animals in carlots, delivering each to the purchaser at his own station. So prohibitive were the transportation charges on pure bred stock that the president of the Alberta Farmers' Association is reported to have said once that it was just as cheap to import an animal by parcel post as by freight.

### **Wolf Bounties.**

The ravages of timber wolves, and coyotes have been a serious menace to ranchers and farmers. The government pays a bounty to exterminate these marauders. During 1908 the sum of \$26,701 was

paid in wolf bounties. Formerly the bounty applied only to timber wolves, but last year it was extended to include coyotes. The bounty is \$1 per head for coyotes and wolf pups, and \$10 per head for timber wolves.

#### **Brands.**

Soon after the formation of the Province arrangements were entered into with the Saskatchewan government to continue the recording of brands as carried on by the late Territorial government. The result of these negotiations was the transference of the brand recorder's Office from Regina to Medicine Hat. Later, a commission was appointed to assist the recorder in devising new brands and in the carrying out of his work. Last year a new brand book was issued consolidating all the brands issued to the 31st of December, 1906, and a supplement is now under way covering the brands issued during 1907 and 1908.

#### **Stock Inspection.**

Owing to the fact that the presence of a registered brand on an animal is prima facie evidence of ownership, inspectors are appointed at all shipping stations in order to inspect all animals placed on cars, to examine the certificates of sale which purchasers must present, and to prevent, if possible, the shipping of animals without authority from the owner. Besides the local inspectors at each point, a general inspector visits the local ones instructing them. He also looks after the records of hides killed by butchers. In addition an inspector is maintained at Winnipeg to inspect all shipments from Alberta. An inspector is also maintained at Calgary examining the animals going into the abattoir there and a duly qualified inspector will be appointed to examine the animals going into the abattoir at Edmonton.

#### **Beef Commission and Live Stock Commissioner.**

Owing to representations having been made that the farmers were not receiving a fair price for their live stock and also being apparent that there was no competition, if not an actual combine to depress prices, the government appointed a Beef Commission to enquire into the Meat Industry. This work was done in connection with the Province of Manitoba, and as a result of the findings of the commission, a live stock commissioner was appointed whose duty it has been to assist farmers in marketing their stock. Where individual farmers had not sufficient stock for a car load he has been able to get them to unite their shipments, loading cars together, and thus obtaining a market for their animals where otherwise there would have been no sale. Again, where other farmers refused to sell to buyers at ridiculously low prices and these buyers threatened to leave their animals untaken, the Live Stock Commissioner has been able to find a market for these animals, and frequently at better prices than were originally offered. Where large shippers failed to secure cars as promptly as desired the Live Stock Commissioner took the matter up with the railway authorities and was always able to secure cars for them. His whole time has been largely devoted to looking after the market end of the industries and his service has been of the greatest assistance to the ranchers of the province and justifies the government in every way for making the appointment.



### **Poultry Industry.**

The poultry industry has developed with most satisfactory rapidity during the last three years. A visit to the exhibitions of the various poultry associations in different parts of the province tells a pleasing tale of increased interest and improvement in the outlook for the poultry industry in Alberta. There is no doubt that the improvement is in a considerable measure due to the special interest taken by the present Minister of Agriculture in this important branch of agriculture. When it is stated that the value of eggs and poultry in the United States in 1899 (12th Census) was over \$281,000,000, one can understand that the poultry industry is an important one in the economy of agricultural development. There is no desire here to overlook or minimize the work done by private enterprise. The province of Alberta can boast of poultry breeders equal to any in America. To these a great deal of the recent development is in part due.

But it was the farmer that the government desired to help in the poultry business in order to supplement the revenues of his farm. The government realized that Alberta is ideally adapted for poultry raising. The warm, gritty soil of the Alberta prairies, with a good climate affords suitable conditions. When the Government assumed office they found that produce merchants all over the province were importing annually dressed poultry to the value of half a million dollars. The Minister of Agriculture set himself at once to the task of demonstrating to the farmers that they had the best market in the world at their own doors, and that poultry raising was a money maker. A poultry expert was engaged and a consistent scientific campaign of education instituted. Co-operative poultry fattening stations were established in connection with the creameries, the excess products of which gave a cheap and suitable ration for fattening purposes. Here the farmers learned proper fattening methods. The government conducted the fattening operations and marketed the dressed poultry at cost for two years as an experiment, and were able to secure for the farmers 12½ cents live weight for chickens that in other years brought only 10 and 12 cents dressed.

Nor was that all. The chickens so fattened excelled in quality anything the farmers had ever produced. Alberta fattened chicken became the delicacy of epicures and is known on the market today as a successful competitor with the best imported article.

### **Poultry Breeding Stations.**

The department has now established a poultry breeding station in order to develop utility breeds of birds of good laying strains capable of producing a large number of eggs each laying season. An effort is made to combine laying qualities with fleshing qualities, thus producing a type of bird that will be admirably adapted to the average farmer for both egg and meat production. Eggs from the breeding station will be sold to farmers at cost in order that they may be able to start their poultry flocks with improved stock.

### **Grants to Poultry Associations.**

To encourage the breeding of pure bred poultry assistance is given to every poultry association holding a winter exhibition. The government gives associations dollar for dollar they actually give out in prizes up to \$300.

### **Poultry Meetings.**

Every season the government conducts a series of poultry meetings in connection with dairy meetings among the farmers.

### **Poultry Bulletin.**

Under the instruction of the Minister of Agriculture a Poultry Bulletin was prepared and issued by the experts of the department. The dissemination of the knowledge contained in the bulletin has done a great deal to stimulate keen and intelligent interest in the poultry industry. Questions like the housing, feeding, breeding and dressing for market are treated at length. The poultry bulletin of the department is one of the best of its kind ever issued by any government in Canada.

## **The Grain Growing Industry.**

In 1906 Alberta produced 20,000,000 bushels of grain. A little over one-half of one per cent. or .59 per cent. was under crop. This small percentage need not alarm us. In 1901 the area under crop was .15 per cent. of the entire arable land. So that in five years the area under crop has been quadrupled.

Alberta shall always remain one of the greatest grain belts on the American continent. With a fraction over one-half of one per cent. producing twenty millions of bushels of grain, one can easily calculate the grain product when say, 25 per cent. of the arable land is brought under cultivation. It will at the lowest calculation be over a billion bushels of grain.

The development of the grain industry has always occupied the serious consideration and favor of the government. It began with encouraging the sowing of good seed and has done splendid educational work in this respect in co-operation with the Seed Branch of the Dominion Government at the various Seed Fairs. Every seed fair gets a special grant from the Provincial Government of dollar for dollar paid out in prize money up to \$100.

### **Grain Judging Schools.**

The grain judging schools have brought technical education in agricultural lines to the doors of the farmers. The travelling grain schools have been the counterpart of the stock judging schools. Instruction has been given by experienced farmers and experts concerning the commercial grades of grain, superior varieties of grain for seeding purposes, soil cultivation, peculiarities of different grain crops, and destruction of weeds. The schools have been held at every important point in the province. In connection with the actual work of lecturing and demonstrating a bulletin has been issued to every one in attendance at the school. Everything possible has been done by the department and its officers to make the educational work appropriate and of permanent value to the farmers.

### **Noxious Weeds.**

The department has pursued a timely policy regarding the pest of noxious weeds. Profiting by the ill-example of sections of Western Canada farther east where profitable crops are sometimes impossible owing to the weed nuisance, the Government have enforced reasonable regulations for coping with the weed evil. The peculiar climatic conditions that prevail in this province during the autumn season cause a prolific growth of all sorts of weeds which

constitutes a serious problem for the farmer the following season. Added to this the one-sided system of soil cultivation and there is produced a condition that lends itself to the propagation of weeds.

In 1906 the Government spent \$5,204.13 in the destruction of weeds. In 1907 the amount was \$16,358, and in 1908, \$10,384. The efforts of the department in this work are supplemented by distributing bulletins describing the habits of growth, and means of eradicating the most destructive weeds.

#### **Enforcing the Grain Act.**

Last fall a serious grain blockade occurred on the railways in the southern part of the province. The congestion was especially grievous along the Calgary and Edmonton Railway between Calgary and Macleod, a district famous for its wheat. It was found that the buyers and elevator operators were conspiring to defraud the farmers out of cars. The terms of the Grain Act were insolently disregarded. The Government acted at once with characteristic energy. An inspector was placed on the line of railway. He found that the private shipper, the farmer, was being swindled out of his turn for cars. The result of his work has been that a number of prosecutions followed for violation of the law. The railway authorities pleaded extenuating circumstances. The Government was unmoved and let the law take its course—another case of the fearless enforcement of the Criminal Law by the Rutherford Government.

#### **Clover Culture.**

Besides the work of growing improved varieties of grains, the Department of Agriculture has been endeavoring to interest the farmers in the growth of clovers, particularly Alfalfa, which is destined to have far reaching consideration in the fodder supply of the province. For the latter nitro cultures have been supplied with the idea of inoculating the soil and seed with bacteria essential to the highest development of the clover family.

#### **Fruit Experiment Stations.**

It is a well known fact that the small fruits do well, such as cranberries, raspberries, currants, gooseberries and saskatoons, from the 49th parallel to the subarctics. Individual farmers have been successful in growing some varieties of apples, plums and crab apples at different points in the province. The success of these farmers has prompted the Government to undertake the establishment and conduct of fruit experiment stations to ascertain the best and most suitable varieties of orchard fruits for Alberta. Other questions affecting the success of fruit culture enter into the situation, such as soil moisture, proper methods of cultivation, handling of the nursery stock, and care of the trees. These questions are being experimented upon at the different stations, viz., Medicine Hat, Magrath, Granum, De Winton, Wetaskiwin, Clover Bar, Vegreville and Kitscoty. Though the work is yet in the experimental stage the Government is confident that apple and fruit culture will be successful in Alberta.

## Technical Education for the Farmer

The work that has been described in the preceding pages of this chapter on Agriculture constitutes in reality a program of technical education on behalf of the farmers and their sons. This has been accomplished without unnecessary or injudicious expenditure on costly equipment or a complex system. The work has been direct and effective. Technical education through the travelling dairies, poultry meetings, stock and grain judging schools, poultry fattening and breeding stations and fruit experiment stations, has been brought to the doors of the farmers and has promoted uniform and scientific knowledge and methods in the essentials of farming industries.

A timely and direct policy of this kind was absolutely necessary from the beginning because the people settling on the land in this province come from every walk and vocation of life. The opportunities of cheap, productive land has induced men of every trade and calling to engage in farming in Alberta. From the outset it was imperative to reach the men on the farms, and lead in the methods of agriculture peculiar to the soil and climatic conditions prevailing here.

Recently the Government has decided to give farmers' sons a special chance to obtain a thorough technical training in agriculture. The Government has arranged to pay the railway and non-residential tuition fees of every farmer's son desiring to take a course at a Canadian agricultural college, i.e., at Manitoba Agricultural College, Ontario Agricultural College, or the Macdonald Institute, at St. Anne de Bellevue, Quebec. This policy greatly assists to put the benefits of a training at the best institutions in the land at the disposal of the young farmers of the province. At present four young men are taking advantage of this offer.

Similar provisions are accorded to young women desiring to take a course in Domestic Science, and there are now four young women from this province taking up this work.

### Immigration and Colonization.

The Department of Agriculture has been active at all times in placing the advantages of settling in Alberta before the people of Eastern Canada and the United States. The Government has pursued a policy of energetic co-operation with the Dominion Government to bring new settlers from the states of the Union. An Official Handbook has been issued setting forth in moderate language the resources of the province. The demand for this book has been phenomenal and already two large editions have been practically exhausted.

In addition to answering all kinds of enquiries regarding the settlement of the Province and supplying the Handbook, the Department has made exhibits of the resources of the Province at outside points such as the Dominion Exhibition at Halifax, at Sherbrooke, Quebec, and last year at Calgary. Also at Toronto and London exhibitions for two seasons. These exhibits have been unique and attracted wide attention. The last one made at Toronto last September was voted the most attractive exhibit on the exhibition grounds.

### Harvest Help.

Owing to the rapid increase in the acreage brought under culti-

vation the question of a sufficient supply of help at harvest is assuming serious proportions. In 1907 the Department placed an officer at Winnipeg at the time of the harvest excursions to see that a proper proportion of the excursionists came to Alberta. He was successful in securing 2,500 harvest hands in 1907 and nearly 3,000 in 1908. Previous to entering upon this competition the Government took up the question with the railway authorities and succeeded in securing an extension of the reduced rates for harvesters so that they could come to Alberta at very small extra cost over that required to place them in the harvest fields of Manitoba and Saskatchewan. Similar rates were also secured for the return fare.

#### **Agricultural Societies.**

When the Province was formed there were sixteen agricultural societies and four exhibition associations. There are now thirty-eight agricultural societies and five exhibition associations. The grants paid to agricultural societies in 1906 were \$8,461.86; in 1907, \$14,550.45, and in 1908, \$20,396.49. Under the Agricultural Societies Act assistance is given to winter poultry shows—limit \$300 each, seed grain fairs—limit \$100 each; and horticultural shows—limit \$300 each.

#### **Public Health.**

In 1907 a new Health Act was passed and a Provincial Board of Health organized for its administration. One of the members of the board is the Provincial Sanitary Engineer. Realizing that we were at the beginning of things here and that as the cities and towns develop, it will be necessary to establish large sewage and water works, the Government deemed it advisable to secure the services of an expert in sanitary science in order that his services might be available to any of the municipalities requiring the same, the idea being that all the municipalities might profit by the advice and experience of this expert in laying the foundation of such important work. His services are free in an advisory capacity.

In 1907 the Government also established the Provincial Laboratory to assist in diagnosing infectious diseases.

#### **Hospitals.**

Aid to hospitals was given in 1906 and 1907 at the rate of 25 cents per day for every patient treated. In 1908 this was increased to 25 cents per day for paying patients and 50 cents per day for non-paying patients. The expenditure was in 1906, \$16,388; in 1907, \$31,438; and in 1908, \$45,043.75.

### **Government Creameries**

The government has solved the butter problem by finding a market for the Alberta product. Old timers will remember the difficulty in handling dairy produce a few years ago. There was no cash market for butter. The only way of disposing of it was at the general store "for trade." Merchants often lost heavily and were loath to handle any quantity beyond the local demand. These conditions gave rise to the co-operative creamery plan. The Dominion Government gave substantial assistance until the organization of the province in 1905.

When the province was formed the provincial government took charge of the government co-operative creameries

In 1906 the following sums were placed in the estimates for the encouragement of the dairy industry:

1. To promote and encourage dairy work..... \$ 7,500
2. To assist creameries by loans not exceeding \$1,500..... 10,000
3. To provide for advance payments and general operating expenses..... 250,000

The result has been a large increase in the number of creameries, in the output, with a gratifying increase in the price for the farmer. Better cold storage facilities have been provided, new markets chiefly in British Columbia, the Yukon and the Orient have been opened up and Alberta butter is today as famous as Alberta Red. In 1900 the average price of dairy butter was 20.5 cents per pound. In 1908 it was 25 cents per pound.

The year 1906 was a successful one for the creamery associations. The total number of creameries increased from 18 to 26, and the number of patrons from 1,217 to 1755. The number of pounds of butter manufactured increased from 813,000 pounds to over 1,050,000 pounds—a growth of 28 per cent, in one year under provincial control.

The following table gives an outline of the growth of the industry since 1897:

#### Government Creameries in Alberta.

Year	No. of Patrons.	SUMMER SEASONS.		Value at Creamery	Average price per lb at cream'y
		Cream-eries op-erated	Pounds of butter manufact'd.		
1897	315	5	127,895	\$ 23,820.68	c. 18.61
1898	346	5	164,188	32,868 63	20 00
1899	509	7	241,328	50,634 50	20.98
1900	510	7	294,981	59,435 62	20.15
1901	463	7	261,498	50,272.05	19.22
1902	389	6	278,432	58,259 19	20.92
1903	767	9	457,411	89,516.80	19 57
1904	600	9	416,195	85,565.34	20 54
1905	1,217	12	813,430	173,671.40	21.35
1906	1,755	18	1,050,356	222,959.11	21.23
1907	1,267	21	653,208	151,290.28	23.16
1908	1,370	21	776,241	197,411 24	25.43

The patrons of the government creameries are paid at the end of each month for the cream at a valuation equal to two-thirds of the value of the butter. It has usually been more. As the cheques are issued by the government, the farmers feel they are sure of their money. That is the strength of the government's co-operative plan. They know, too, that the balance is assured. The success of the plan has produced great confidence in the government creamery system.

#### No Competition with Private Creameries.

Besides the government creameries there are a number of private creamery associations making in all 51 creameries in Alberta in 1908, producing 2,107,485 lbs. valued at the creameries at \$526,871.

It should be noted carefully that the government creameries do not come into competition with the private creameries. The government does not go into the butter business on its own account. It gives assistance only when it is asked by a duly formed creamery

association. Application for government intervention must come from a regularly incorporated association according to the terms of the Dairymen's Act of 1907 as follows:

1. A loan of a sum not exceeding \$1,500.00 may be made to a joint-stock company of farmers, or creamery association, duly incorporated and registered under the provisions of the Dairymen's Act, 1907, towards the equipment of a creamery, and interest on such loan to be charged at the rate of 3% per annum until repaid to the government.

(a) The creamery association, or company, shall provide buildings, premises, drainage and a sufficient water supply.

(b) The buildings shall be erected and equipped according to plans and specifications approved by the Department of Agriculture.

(c) Supply of cream from at least 400 cows shall be guaranteed by the company or association for a period of not less than five months during each of at least three years.

(d) The creamery shall be located on a site and at a place approved by the Department of Agriculture.

2. The government shall undertake the management of the creameries for the equipment for which these loans are made, and shall manufacture, care for and market the butter on behalf of the patrons at actual cost, such charge not to exceed four cents per pound of butter.

3. The government shall pay advances to the patrons, every month, of such sums as the Dairy Commissioner may estimate to be about two-thirds of the net value of the cream supplied by them severally. Such advance payments shall be made in even dollars in amounts of not less than two dollars.

4. The government shall charge a rate of not less than one cent per pound of butter, in addition to the charge for manufacturing and marketing, and the revenue from such assessment shall be placed to the credit of a loan fund and applied in such manner as the Minister of Agriculture may direct.

(a) Towards the repayment of the loan obtained from the government, or

(b) Placed at the disposal of the Board of Directors of the Association for the payment of any debts which may be due on the buildings, plant or premises.

5. The government shall continue to control the manufacturing and marketing of the butter of each creamery for a period of not less than . . . . years, unless the loan be repaid sooner, and the Joint Stock Company, or Creamery Association, in that case gives intimation that it desires to assume control.

6. When the repayment of the loan is accomplished in full, the equipment of the creamery may be vested in the Joint Stock Company or Creamery Association, in return for the issuing of paid-up shares to the patrons in the company or association, in proportion to the amounts paid in by them severally to the credit of the loan fund.

The year's work is divided into four periods—the spring period, the summer period, the fall period and the winter. Settlements are made at the end of each of these four periods.

#### **No Competition With Farmers in Local Market.**

Most of the product from the government creameries is exported. Thus there is no competition with the output of the private creamery or the home-made product of the farmer. Rather the export of so

large a quantity as 500,000 lbs. or a 1,000,000 lbs. from the province creates a greater demand in the local market from which the farmer or the patron of the creamery reaps the entire benefit.

Associated with the Dairy Commissioner are two experts who have charge of the instruction work in the factories. Periodical visits are made to each creamery, meetings of the patrons are held and lectures given on the curing of cream, and manufacture and handling of butter—a **very direct form** of technical education for the farmer.

The patrons and directors of the Creamery Associations are kept regularly informed by means of circulars and pamphlets, on market conditions and other useful information. The Dairy Commissioner strives to keep in closest touch with the patrons of the various factories by regularly sending out circulars asking for suggestions, and a statement of the difficulties met with by patrons of each factory.

The work of the Dairy Commissioner and his staff is not wholly confined to giving instruction to the patrons and buttermakers of the government creameries. Considerable instruction is given to private creameries as well.

#### Response of the Farmers.

The success of the system is a splendid example of harmony and organization among the farmers. It has demonstrated the feasibility of the co-operative principle among the farmers of Alberta and is calculated to give strength to the unity of spirit that always characterized the farmers' organizations of our province. Last year the system was endorsed by the Dairymen's convention of Alberta in the following resolution (January 21st, 1908):

**"Resolved that we have full confidence in the operation of the creameries by the government and are desirous of their continuing same; that after a thorough discussion we have come to the conclusion that the Department of Agriculture have done all in their power and have realized the best and highest prices in the marketing of the butter; and that in regard to the manufacturing cost we are of the opinion that it is on as economical a basis as is possible, taking into consideration the proper and efficient workings of the creameries."**

#### Total Dairy Output.

The importance of sound policy in the dairy industries is indicated by the growth of the last eight years as the following table shows:

##### Creameries.

Year.	No.	Pounds of butter manufactured	Value at creameries.	Average price per pound.
1900. ....	16	601,489	\$123,305	20.5c
1907. ....	45	1,507,697	362,782	24.06c
1908. ....	51	2,107,485	526,871	25.43

Estimating the dairy butter produced at \$250,000 it will be seen that the output in butter alone last year was nearly \$800,000.

##### Cheese Factories.

Year.	No.	Pounds of cheese manufactured.	Value	Average price per pound
1900. ....	2	21,693	\$ 3,102	14.3c
1907. ....	8	197,911	24,468	12.36c
1908. ....	8	190,000	23,750	12.5



## **Pork Commission**

The Beef Commission which was conducted by the Government in 1907 established the fact that the farmers of the province were much dissatisfied with the conditions surrounding the hog industry. The dissatisfaction was due to a lack of confidence in the market. Prices were fickle. Prices would prevail that were high enough to encourage the farmers to stock up their hog pens, and when they were apparently just in a position to make some money the prices would suddenly drop below the level of profit and even below the cost of production. This condition of affairs was repeated several times during the last ten years, so the result was that the farmers began to agitate and organize for some plan of finding a market for themselves by putting the industry on a co-operative basis. It was argued on behalf of the farmers that there was plenty of opportunity for expansion of the pork industry in Alberta as thousands of tons of cured meat were being imported into the province each year from the United States and sold at very high prices.

The members of the Beef Commission strongly recommended that the Government take some active steps to place the hog industry upon a firm basis.

### **Duties of Commission.**

The conditions and feeling revealed by the findings of the Beef Commission led the government to appoint a special Commission in 1908 to investigate "Certain matters relating to or affecting the industry and conditions surrounding the marketing and handling of pork and pork products in the Province of Alberta and the advisability or otherwise of governmental establishment of, or assistance to a pork packing plant or plants, and a particular reference to the cost, capacity, mode of management and scope of operation thereof in the province, and generally to enquire into and report upon the best means under existing conditions and circumstances in the province of insuring for the hog producer therein a fair price for his products."

The Commissioners visited every important point in the province and also visited points in Eastern Canada where packing plants are and have been conducted. The Commission also visited Buffalo and Chicago where data from the best authorities was obtained.

### **Conclusions of Commission.**

The Pork Commission confirmed the conditions and evils surrounding the hog industry as set forth by the Beef Commission and submitted a great mass of additional evidence.

The following was the report submitted to the Government by the Commission:

1. That when a sufficient number of hog growers give a reasonable assurance that they will supply at least fifty thousand hogs per year to a plant and that they will elect from among themselves officers and directors whose duty it will be to look after the steady supply of hogs of suitable quality; to decide on the amount of money needed from time to time to successfully operate the plant, to look after the conduct and abilities of the operators, your Commissioners would then recommend that the Government furnish the money to build, equip and operate a plant, as the directors class most advisable, so constructed to admit of enlargement, and the original plant to have a capacity large enough to handle at least

three hundred hogs a day at the start; that the management take in the farmers' hogs, pay them at the time of delivery up to two-thirds of their estimated value, then at regular intervals as may be agreed upon when sufficient time has elapsed to place the product on the market pay the producers the balance of the full value of their product, less the cost of curing and marketing the same, and a sum sufficient to pay local working expenses, such as insurance taxes, directors, remuneration, etc., also less one-quarter per cent. per pound live weight. This one quarter per cent. per pound to be applied to the creation of a fund for the purpose of paying back to the government their original investment and interest thereon. And at the same time to allot shares to each patron equal to the amount paid into this fund by the assessment of the one-quarter of a cent. per pound on his product.

2. Your Commissioners would further recommend, when the Government indebtedness has been finally paid off by this fund, that this fund be then applied to paying a reasonable interest on the patrons on the amount of shares held by them and take the balance to be paid as a bonus on each pound of pork supplied, shares to become transferable only to bona fide patrons, and then only by application to and with the directors. But in the event of the removal or death of any patrons and where application has not been made for such transfer by him or his heirs for the space of one year subsequent to such removal or death, the directors may have power to cancel such shares and apply the proceeds to the general fund.

3. Your Commissioners would further recommend that in the event of it being found necessary to erect additional plants at other points in the province, these patrons who wish to withdraw from the first existing plant may do so with the approval of the directors, the shares held by them being transferred to the new plant with which they may affiliate, and the amount of money thus withdrawn from the first existing plant to be made by the remaining patrons as before.

As each patron would naturally wish the plant to be located near his special place of business so as to cheapen the freight rates paid by him, your Commissioners would recommend that the sum total of all freight rates paid on railways be subdivided and charged equally against each pound of pork supplied.

To minimize the cost of buying hogs, regular shipping days should be established when the patrons could bring their hogs to their respective railway stations where the regular buying agent could be in attendance, and whose duty it would be to grade the hogs, weight them and credit each patron with the amount due him. In some cases this might mean the shipping of less than car-load lots from one station to the next to be made up there, but it would obviate the difficulty of forcing the patron to keep his hogs after they had arrived at the proper size, hence a more uniform grade could be secured. In Denmark the patrons are paid by dead weight and quality of the hog after inspection, which method of payment your Commissioners consider worthy of careful consideration.

4. Your Commissioners would further recommend that all patrons be required to enter into an agreement to give all the hogs which they wish to dispose of for curing purposes to the packing plant of the Association of which they are members. And any patrons who sell their hogs in contravention to their agreement shall be subject to a fine not exceeding two dollars for such hog sold, and the directors of the Association shall have power to cancel the shares of such patron up to the amount of such fine inflicted and

also the power to dispose of such cancelled shares to any other patrons, or in any way they think fit, and to apply the proceeds to the general funds of the Association. In the case of over production, or if the plant should be unable from any cause to handle all the hogs offered, then the Board of Directors may give permission to any of the patrons to dispose of their hogs as they think fit.

5. Your Commissioners would also recommend that the Stock Commissioner be instructed to canvass the different districts to ascertain the probable number of hogs that the farmers will guarantee to supply, and to obtain the signatures of these farmers to this agreement.

#### Government Adopts Report.

The Government has proceeded in this matter with deliberation and care. A strong attempt has been made to find the views of the farmers and the market conditions that have prevailed against them. The Government has decided to adopt the report of the Pork Commission, and co-operate with the farmers to establish the pork industry on a profitable basis. \$50,000 have been placed in the estimates for this purpose. The success that has attended the Government's policy with respect to co-operative creameries is an assurance that a new resource of Alberta is on the eve of great development, and that the farmers will soon be in a position to control and supply the home market with high-class products of pork and bacon.

#### Statement of Principal Expenditures on Agriculture from September 1st 1905, to December 31st, 1908.

Agricultural Societies .....	\$ 43,308.80
Official Judges. ....	4,494.70
Institutes.....	22,050.13
Experiments.....	4,327.80
Fat Stock Show. ....	3,300.00
Promotion of Imported Stock. ....	1,023.82
Destruction of Wolves. ....	33,189.00
Destruction of Noxious Weeds ...	31,922.58
Stock Inspectors .....	6,121.24
Brands.....	8,814.20
Vital Statistics ...	5,905.75
Agricultural, Medical and other Statistics. ....	3,989.32
Sugar Beet Industry... ..	44,831.00
Departmental Bulletins .....	207.50
Protection of Game ...	8,468.91
Bacteriological and Pathological... ..	11,147.38
General Dairy.....	33,622.28
Dairy Work and Poultry Fattening ...	11,374.15
Fruit Experimental Statistics .....	905.06
Cattle Breeders.....	18,00.00
Horse Breeders.....	800.00
Sheep Breeders. ....	900.00
Swine Breeders.....	500.00
Alberta Seed Fairs... ..	1,129.90
Loans to Creameries.....	34,840.05
Operating Expenses and Advances to Creameries	670,456.17
Contingencies.....	2,901.26
Poultry Fattening Stations. ....	2,417.21
Advance Poultry Fattening .....	6,591.68
Alberta Farmers' Association.....	700.00
Immigration and Colonization.....	14,658.72

# DEPARTMENT OF PUBLIC WORKS

The Minister of Public Works has charge of (1) Construction of new buildings for the public service; (2) the repair and alterations to buildings already erected; (3) the building and repairing of all public works denoted in the Public Works Act; (4) construction of roadways, bridges and colonization roads; (5) inspection of public works; (6) inspection of steam boilers and coal mines; (7) ferry accommodation; (8) fireguards and testing for water for public wells; (9) surveys.

The Department of Public Works has been administered by the Hon. W. H. Cushing who has been regarded as one of the most successful business men of the province. By his splendid executive ability, and practical knowledge of construction work of every kind he has organized his department on thorough, practical and successful standards.

## NECESSITIES OF A NEW PROVINCE

During the last three years the necessities incident to the rapid settlement of the province have been roads, bridges and public buildings. Upon these three necessities, especially upon roads and bridges the government through this department has spent the greatest amount of money. Every farmer is intensely interested in good roads which increase the value of everything he produces and add infinite comfort to rural life. When the Rutherford government assumed office it turned its attention to the solution of this problem.

## A CALL NOT UNHEEDED.

The unprecedented development of the wheat lands of southern Alberta created an urgent necessity. Great areas formerly held by cattlemen swarmed with homesteaders. Steady development in the central part of the province increased the call upon the government. The peculiar conditions of this province where a settler after two or three years on his homestead, is able to produce 3,000 or 4,000 bushels of grain, commanded the serious attention of the government. A strong policy of improvement in the highways was followed to give the farmer the best means of local transportation.

In every corner of the province the activity of the government is shown by the hundreds of permanent bridges that have been built. The people's needs in this respect have been met as quickly as the resources at the disposal of the government will permit. Though all the requirements cannot be met immediately, the people are reasonable and understand the problem the government have to undertake. Hundreds of requests for bridges reach the government every year. These are carefully considered and the structures most urgently needed are built.

The following figures give some indication of the work accomplished by the government through the department of Public Works since they assumed office:

## BRIDGE CONSTRUCTION—COMPARATIVE STATEMENT.

It is instructive to compare the number of bridges dealt with in Alberta in 1908 with the number built in the whole North West Territories during the last year of its history.

### IN THE NORTH-WEST TERRITORIES.

	Repaired and Reconstructed	New Bridges.	Total.
1904 .....	117	247	364

### IN ALBERTA ALONE.

1908.. ..	145	284	429
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## BRIDGE STATEMENT.

Below is a statement of all bridges constructed and repaired in Alberta during the last three years.

	Repaired.	New construction.	Total
1906 . . . . .	45	180	245
1907 . . . . .	48	258	296
1908 . . . . .	145	284	429
Total bridges dealt with	238	722	970

#### STEEL BRIDGES.

The policy of constructing permanent bridges has been carried out as far as possible. The wisdom of this action is apparent, and demonstrated by the increased size and weight of the threshing and traction outfits in the country. At the end of 1905 there were 45 steel bridges in existence in Alberta. Since that time the number has been doubled, so that at the end of 1908 there were 90 steel bridges in existence. During the last three years \$472,284 has been spent on permanent steel bridges of the most improved types

#### COLONIZATION ROADS.

The policy pursued with respect to roads has been to do as much improvement as possible on the leading trails which serve as colonization roads to new districts. An earnest and successful endeavor has been made to induce the local improvement districts to work in harmony with the principal works undertaken by the department so that leading trails and lines of traffic have been improved and the greatest number of settlers benefited. In 1905 there was spent on the roads of the North West Territories the sum of \$54,000, while last year the Rutherford government spent the large sum of \$250,000 or NEARLY TEN TIMES AS MUCH. The total expenditure on public works in 1905 in our whole North West Territories was \$344,000. Last year the government spent in Alberta alone the sum of \$1,323,000 or nearly a million more.

#### VALUE RECEIVED.

Another observation is important. The government have received value for the money spent. Not a dollar has been misspent

#### OUTLAY ON PUBLIC WORKS GENERALLY.

The statement given below gives a concise idea of what has been done in this department since 1905. The principal items of expenditure are specified, from which it is easy to understand the distribution of expenditure in this department. It will be seen that roads, bridges, and public buildings are the large items and represent money returned directly to the people.

#### STATEMENT OF EXPENDITURE ON PUBLIC WORKS, SEPTEMBER 1st, 1905, to DECEMBER 31st, 1908.

1. Legislative and Departmental Buildings	\$ 133,839
2. Maintenance of Government House	23,871
3. Tools and Implements	52,344
4. Inspection of Public Works	45,150
5. Inspection of Coal Mines	17,824
6. Inspection of Steam Boilers	20,815
7. Fireguards	8,429
8. Boxing and testing Public Wells	19,980
9. Ferry Service	36,725
10. Drains and Ditches	23,385
11. Repairs and Reconstruction	64,728
12. Surveys.	192,672
13. Roads.	711,860
14. BRIDGES	898,488
15. PUBLIC BUILDINGS	756,213
*16. Provincial Telephones	\$ 1,380,000

\*It should be noted that the telephones have not been built out of current revenue, or rather the sums that have been taken from current revenue have been repaid, and the telephone construction placed to capital account.

#### COMPARATIVE STATEMENT.

Of expenditures for public improvements in the North West Territories (Saskatchewan and Alberta) for 1904 and in the Province of Alberta for 1908:

	In the Whole North West Territories 1904.	Alberta 1908.
Bridges . . . . .	\$ 122,960	\$ 347,839
Roads . . . . .	95,073	249,694
Surveys . . . . .	60,811	74,760
Public Buildings . . . . .	none	446,799

The above statement is a remarkable showing and carries out the assertion often made, namely that the Alberta government have carried on more permanent improvements, constructed more public works, and have more to show for their expenditures out of current revenue than any other provincial government in the Dominion of Canada. Hundreds of bridges and hundreds of miles of road have been built, extensive undertakings in providing the province with proper public buildings have been carried on directly under the supervision of the government, and not one cent has been added to the public debt. Strict business methods have characterized every action and event in this department of the government service to the country.

#### CAPITAL ACCOUNT.

This year the government has decided to place several public works of a permanent character to capital account, such as steel bridges on concrete substructures and sites for public buildings. This will release large sums for the ordinary expenditure upon roads, and small bridges, and distribute the payment of permanent public works upon the coming years, which will very materially lessen the burdens of the present time and shift a part of them upon the future. In this respect it is noteworthy that Manitoba was ten years in adopting this policy. In ten years Manitoba spent one and a half millions on permanent improvements, while Alberta has spent \$1,419,000 on the same work in three years.

This year \$800,000 will be expended on capital, and \$610,000 on telephones—all of which will be enduring assets.

## Provincial Telephones

The achievements of the government with respect to the successful establishment and control of the Provincial Telephone System is a triumph for the Rutherford ministry. But it has a wider significance. It is a triumph and a most successful experiment in the ownership and operation of a great public utility. The success of the government of Alberta in acquiring control of the provincial telephone system in the face of a strong monopoly, and the further success that has attended its administration during the year that has just closed is calculated to give public ownership a wide advertisement everywhere in Canada and the United States. Besides, it is a splendid advertisement for this province and will undoubtedly direct the attention of many intending settlers to a land where the government protects the people from corporate greed.

#### Municipal Telephone Act.

The process by which the government accomplished this end is a story of deep interest. One of the first acts of the government was to come out boldly in favor of provincial control of telephones. In the first session the Municipal Telephone Act was passed. The Bell Telephone Company prohibited municipalities from establishing and operating telephones. This act brushed this contention aside and placed the control of this modern convenience in the hands of municipalities. The result was that in 1906 municipal exchanges began to be established in many of the towns and villages in Alberta. The government went farther. It undertook to build and operate the exchange for the municipality upon request of the municipal authorities.

#### The Government's Policy Defined.

Early in the development of a policy of freeing the people from the Bell monopoly, it was decided that the only way to accomplish this end was to enter into competition with the Bell Corporation. Consequently in the first session of the Alberta Legislature \$25,000 was appropriated to construct a line from Calgary to Banff, which was completed in the fall of 1906, and constituted the **first government owned telephone line in Canada**. In 1907 the government declared its policy of going into the telephone business. The foundation of

its policy was (a) the construction of trunk lines; (b) the establishment of exchanges; (c) the construction and operation of farmers' rural lines at cost. In this manner the candle of monopoly was lighted at both ends. The sum of \$200,000 was set apart for the extension of telephone lines, and over 500 miles were built and put in operation. In the construction of trunk lines, the Government were striking the hardest blow at monopoly, and attaining a position from which they would be able to negotiate on equal terms with the Bell Co. The government constructed in that year as many miles of telephone as the Bell Co. had done in the previous ten years.

The vigorous prosecution of telephone construction convinced the Bell Co. that the government was in earnest. The company sent an agent to Edmonton to discuss telephone policy with the government. The government's reply was that the work of construction would go on with unabated vigor and despatch. The Bell Company were willing to agree to build no more in the province, provided they were not interfered with by the government. In June, 1907, the Minister of Public Works made an informal proposal to President Size to open negotiations with a view to purchasing the Bell lines in Alberta. Early in July the President of the Bell Co. replied that he was not disposed to sell out yet. Following its policy, the government built on. During the session of 1908, legislation was passed empowering the Government to borrow money to the extent of \$1,200,000 to build and acquire telephone and telegraph lines. The Bell Co. by this time learned that the "jig was up," and were ready to entertain proposals of sale and abandonment of their telephone schemes in Alberta.

#### **The Bell System Purchased.**

The government immediately took steps to ascertain the value of the Bell system employing different persons competent to make such valuation before negotiations were opened with the company. Three estimates were made and a fourth by Professor Herdt, of McGill University, upon the data furnished by the three expert valuers from Alberta.

Provided with this information the government opened negotiations with the Bell Co., finally agreeing to purchase the entire system in Alberta for \$675,000, though the company valued the plant at \$761,719, as follows:

3,000 Subscribers at \$165.00	\$ 495,000.00
395 Miles of poles at \$250.00	98,750.00
567.5 Miles copper wire, at \$250.00	73,775.00
163.5 Miles iron wire at \$44.	7,194.00
Stores in the province	42,000.00
Real Estate	45,000.00
	<hr/>
	\$ 761,719.00

### **A Good Investment**

The total revenue for the year 1907 of the Bell system in Alberta amounted to \$111,468.28. The operating expenses were 60 per cent. of the revenue, leaving a balance of \$44,587.32 profit, an amount equal to 6.8 per cent. on the purchase price of \$675,000. In purchasing the system the government did away with a formidable competition and obtained at a reasonable price a complete, well equipped modern telephone system capable of great development. Such is in outline the story of how the government obtained control of the provincial telephones and overthrew monopoly. Annually

for three sessions now, the Minister of Public Works has made his statement on the telephone situation. In 1907 he announced the government's policy of going into the telephone business to stay. In 1907 he was able to state that the government was on equal footing with the Bell Company in mileage and equipment and a formidable competitor for the public business. In 1908 he was able to announce the complete success of the government's policy and that henceforth the telephone system would be managed in the interests of the people—the subscribers—at cost. The truth is the three-year old government of Alberta has accomplished more in their term for the justification of public ownership than has been done by the older provinces in twenty-five years, or than by all the theories advanced by doctrinaires in fifty years.

#### Total Expenditure.

The total expenditure in connection with the government Telephone System to December 31st, 1908, is made up as follows:

1906.....	\$ 22,036.20
1907.....	262,262.79
1908.....	1,095,920.49

Total.....\$1,380,219.48

Included in this amount, of course, is the amount paid for the Bell plant, \$675,000.00, and the operating expenses and costs of extensions during the past year.

#### Revenue.

The total revenue of the government telephone system to December 31st, 1908, is made up as follows:

1907.....	\$ 4,268.24
1908—Transferred from Suspense to Revenue. .	115,816 19
Still in Suspense Account.....	4,773.72
Earnings outstanding . . . . .	1,1738 26
Sale of Material. . . . .	521.69

Total . . . . . \$ 137,118 10

It should be understood that telephone construction began only in 1907, consequently there is little revenue to show for that year.

#### Extensions in 1908.

The extensions made to the Government telephone system since the purchase of the Bell telephone system, apart from the normal growth of established charges, are as follows. A number of exchanges have been added to from time to time but that does not appear in this report:

- (1) Exchange built at Strathcona, initial capacity 500 subscribers.
- (2) Stony Plain, initial capacity . . . . . 25 subscribers.
- (3) Taber, initial capacity . . . . . 100 subscribers.
- (4) St. Albert, initial capacity . . . . . 25 subscribers.

Total being four exchanges with an initial capacity of 650 subscribers, also toll switchboard and private branch exchange at Edmonton.

#### Rural Extensions on Long Distance Lines.

Rural extensions are often carried on long distance poles where there is a long distance line running out of a central exchange, and a rural line is running in the same direction. The rural extensions in 1908 on such poles were 971½ miles of wire on 670½ miles of poles. This mileage means a circuit of two wires, 20 toll stations and 557 farmers as subscribers. The details are as follows:



**Rural and Long Distance lines on Same Poles.**

	Class	Pole	No. Toll	No. of
Line.	Mileage	Mileage.	Stations.	Subscrib.
Namoo-Bon Accord. . . . .	R.L. 5	41	1	
Namoo-Bon Accord. . . . .	R.L. 46	..	..	45
Edmonton North. . . . .	R.L. 122	68		74
Strathcona East. . . . .	R.L. 7½	7½	..	12
Strathcona South. . . . .	R.L. 8	7		5
Vermilion East and West. .	R.L. 14½	11½		10
Wetaskiwin-Huard Lake. . .	R.L. 11½	11½		9
Rosenroll, Camrose, Bittern	R.L. 15	15	..	12
Rosenroll, New Norway and				
Highland Park. . . . .	T.L. 20	48	2	
Rosenroll, New Norway and				
Highland Park. . . . .	R.L. 48		..	35
Wetaskiwin-Angusridge-				
Lewisville. . . . .	T.L. 16	.	2	
Wetaskiwin-Angusridge-				
Lewisville. . . . .	R.L. 32	38		33
Lewisville-Asker	T.L. 16	41	1	
Lewisville-Asker	R.L. 45	.	..	40
Bawlf-Ferry Point	T.L. 16	25	1	
Bawlf-Ferry Point.	R.L. 25	.	..	18
Daysland-Spring Lake	T.L. 9	10½	1	
Daysland-Spring Lake	R.L. 9			11
Ponoka-Asker.	T.L. 16	27	1	..
Ponoka-Asker	R.L. 24	..	.	21
Lacombe-Canyo	R.L. 11	10	.	8
Lacombe North	R.L. 13	13		13
Alix-Lamerton	R.L. 17	13		12
Erskine-Buffalo Lake	R.L. 15	14		9
Red Deer-Edwell	T.L. 17	42	1	
Red Deer-Edwell	R.L. 49			40
Edwell-Pine Lake	T.L. 7½	12	1	
Edwell-Pine Lake	R.L. 6			5
Innisfail-Markerville	T.L. 15	24	1	.
Innisfail-Markerville.	R.L. 19	.		19
Penhold-Edwell	T.L. 15	18½	1	.
Penhold-Edwell.	R.L. 8½			
Vegreville West.	R.L. 13	7		8
Innisfail-Lake View	T.L. 35	78	3	
Innisfail-Lake View	R.L. 75			62
Didsbury-Neapolis-Sunny-				
slope. . . . .	T.L. 25	31	2	.
Didsbury-Neapolis-Sunny-				
slope. . . . .	R.L. 25			19
Olds-Reeds Ranch. . . . .	R.L. 34	30	..	22
Olds-Mayton-Trochu Valley	T.L. 39	18	2	.
Calgary-Sarcee I.R. . . . .	R.L. 12	9	.	3
Lethbridge-Coaldale. . . .	R.L. 15	..	.	12
Total . . . . .	971½	670½	20	557

**Long Distance Lines.**

On the long distance lines the mileage of wire is 416 miles; pole mileage 214 miles and 27 toll stations, details of which are as follows:

	Class. Line.	Mileage	Pole Mileage	No. Toll Stations.
Namoo-Pembina (copper) . . . . .	L.D.	50	50	5
Wabamun-Lac Ste. Anne (iron) . . . . .	L.D.	8½	8½	1
Warwick-Brosseau-Shandreau (iron). L.D.		51	51	10
Daysland-Sedgwick (copper) . . . . .	L.D.	30½	30½	3
Lethbridge-Taber (copper) . . . . .	L.D.	35	35	2
Macleod-Lethbridge (copper and iron) L.D.		78	39	3
Nanton-Macleod (iron) . . . . .	L.D.	58		3
Edmonton-Lacombe (copper) . . . . .	L.D.	85		
Olds-Carstairs (iron) . . . . .	L.D.	20		
Total . . . . .		416	214	27

## SUMMARY.

The total pole mileage of long distance lines is 1,427.  
The total circuit mileage of long distance lines is 1,842.  
The total number of rural telephones in operation is 563.  
The total number of towns, village and city telephones in operation is 4,340  
The total number of toll stations is 150 including 45 exchanges having long distance connection

The total initial capacity of exchanges now in operation is 6,191 subscribers.  
When the government took over the plant of the Bell Co. they found some portions of the long distance system very badly congested and it was exceedingly difficult to get messages through in anything like prompt manner. The government immediately undertook to put on an extra line between Edmonton and the City of Lethbridge, and before the end of 1908, there was a double circuit of wire from Edmonton to Lethbridge. In order to accomplish that it was necessary to build from Macleod to Lethbridge, as the Bell Telephone Company had been running its wires on the C. P. R. telegraph poles, which was very unsatisfactory. At the present time there is an extra through circuit for traffic between Edmonton and the southern part of Alberta. Since that circuit has been in operation there have been no complaints as to service on that line.

## PROSPECTS FOR 1909.

It is estimated that the revenue for the current year will be as follows:

Exchange Rentals	\$ 114,007 00
Rural	8,445 00
Tolls	89,723. 00
Total	\$ 212,175 00

In Prof. Herdt's report he placed the operating expenses of the Bell Telephone Company in this province at 60% of the total revenue. It has been found that the government is able to operate the system at about 50 % of the gross earnings, so that would leave a net earning of about \$106,000 00. THIS REPRESENTS AN EARNING POWER OF 7.6% ON THE TOTAL INVESTMENT. This estimate is considered very conservative. Indications at present are that there will be a general increase in exchange and toll business of from 20 to 30 per cent.

## RATES.

Alberta compares most favorably in the rates charged in comparison with the other Western Provinces both in long distance lines, farmers and village telephones. Further, since the government took over the Bell system there has been a substantial reduction of rates from those formerly charged by the Bell Company.

The following statement shows the rates for village and farmers' telephones in Alberta, Saskatchewan and Manitoba, and the rates charged by the government of Alberta and those charged by the Bell Company.

## FARMERS' AND VILLAGE 'PHONES.

Alberta . . . . .	\$15 per year.
Saskatchewan . . . . .	16 " "
Manitoba . . . . .	24 " "

## LONG DISTANCE RATES.

From Calgary to:—			
High River	34	.25	.20
Daysbury	42	.30	.25
Nanton	50	.35	.30
Bowden	59½	.40	.35
Staveley	64	.45	.40
Claresholm	75	.45	.45

Blackfalds.....	93½	.60	.55
Macleod.....	98½	.60	.60
Lacombe.....	100	.60	.60
Lethbridge.....	109	.75	.75
Ponoka.....	115½	.75	.70
Raymond.....	125	.90	.85
Millet.....	145	.90	.85
Strathcona.....	173	\$1 20	\$1:05

#### TRANSFERRED TO CAPITAL ACCOUNT.

When the government first went into the telephone business it was necessary to take the money for construction from ordinary revenue. This was done in 1907 when \$262,000 was spent in the extension of trunk lines and exchanges. Last year, however, all the money that was taken from ordinary revenue account was transferred back again, and released for expenditure on roads and bridges. The entire cost of the telephone system is now charged to capital, and is one of the greatest assets of the province.

#### PRIVATE BILL LEGISLATION.

Reference was made in the beginning to the importance of private legislation, and a few additional observations of a specific character with respect to the nature of legislation will not be amiss. During the life of the Legislature some 129 private acts have been passed. The government has been exceedingly careful to see that the interests of private individuals and corporations, and the wider interests of the state have not been prejudiced or invaded by any private act licensed by the legislature. This is an important function of the executive, and has been faithfully and judiciously exercised by the Rutherford government.

During the first session of the legislature all sorts of privileges were sought by franchise hunters, especially in connection with railway charters. The government, through the various committees and on the floor of the House positively refused to allow any company to carry on a railway in connection with any other business, so that there could be no manipulation of accounts in returns to the government. A railway company was forced to engage in the railway business *per se*. To simplify matters and place all applicants for railway charters on equal footing, a model bill was prepared to which all applicants are forced to conform. The interests of the public were further safeguarded by the government's provincial Railway Act of 1907. This is a good act for the *bona fide* railway builder, but a poor law for the charter-monger. For example, one company asked expropriation privileges, and to deal in everything covering the field of commercial activity from ranching and railway building, to gambling on the stock exchange. They were hewed down to the ordinary model charter.

Applications were received in different sessions for special water power privileges, blanket telephone franchises, blanket charters and rights on the public roads and streets. None of these applications were entertained or granted, and it is worth while repeating that out of more than one hundred private acts passed in four sessions, the government of Alberta has not granted one monopolistic right to an individual or a corporation.

During the term of the Rutherford government twenty-eight villages have been formed and thirteen towns incorporated. Four towns have been raised to the status of cities and their powers under new charters increased. The government has without hesitation entertained the applications of cities to amend their charters, in order that they might be in a better position to go into municipal ownership of their public utilities with full power to operate and control such works as telephones, electric light, gas and waterworks and sewerage. In this way the government has conferred complete municipal autonomy that municipal ownership might have an unfettered experiment in Alberta.

During the last three years a number of professional associations and clubs have been formed. It is to the credit of the government that these have never been allowed to become close corporations. With regard to the professions it may be said that any individual who has the proper professional training is admitted to practice in this province.

The truth is that a careful review of the private and public acts of the first legislature leads to the irresistible conclusion that when the later history of Alberta will be studied it shall be found as Premier Rutherford said in the concluding words of his fourth budget:

"We have been doing very important work in this great province for the last three years and a half. A great deal has been accomplished, but there is, and will be, a great deal to accomplish in the future. (hear, hear.) This Government and this Legislature have laid the foundations of the institutions of this great province of Alberta. We believe we have laid them well and that history will record that the first Government and the first Legislature of Alberta succeeded well in meeting the responsibilities and discharging the duties that were laid upon them."



